

III. Induction Programmes for Now Members

1. Introductory Note by Mr. Wojciech Sawicki (Secretary General of the Senate of the Republic of Poland) (April 1992)

Usually, as a result of parliamentary elections - carried out in accordance with the constitutional order of a given country - new Members of Parliament appear on the political arena. For these new Members, parliamentary work is quite a new experience. And the ways of gaining new experience by these people can differ greatly from each other.

The situation of that new Member of Parliament who belongs to a party which, for a long time, has been represented in the Parliament and who has many experienced colleagues as members of the same party is quite different from the situation of those new Members of Parliament whose party appears on the parliamentary arena for the very first time and whose colleagues, who form the parliamentary club he belongs to, are all inexperienced. The situation of the new Members of Parliament in the countries whose political situation is stable and in which the composition of the newly elected parliament does not differ essentially from the composition of the previous one is relatively uncomplicated. In such countries, the small group of new deputies easily adjusts itself to the existing parliamentary system. In those countries, on the other hand, in which a democratic system is just being built or revived and where the make-up of the new Parliaments is completely different from the previous one, things are much more complicated. It is with the situation of the latter type that we are dealing in the countries of the Central and Eastern Europe, the countries which are just regaining their subjectivity. It is the situation of the latter type that we face in the Parliaments of Poland, Czecho-Slovakia, Hungary and other countries of this part of Europe. For instance, from among 100 Senators elected to the Senate of Polish Republic in 1989, only four had had some parliamentary experience. After the coming parliamentary elections in Poland, which are due to take place on the 27th of October, 1991, it may turn out that not more than 30% of the newly elected Members of Parliament have been deputies so far. This situation wants special handling and it forces the Bureau of the Parliament to prepare a project of the training programme meant for the new Members of Parliament.

At this point, I would like to put the special stress on the difference between the training of the new Members of Parliament prepared by particular parties (in which attention is focused on the techniques of the work of the parliamentary club, on the contacts with voters and the press and also on the policies adopted by a given party in the course of its parliamentary work) and the training organized by the agencies of Secretary General. I think that it is the training of the latter type that we should focus our attention on.

During such training, the new Members of Parliament should learn on what principles parliamentary work is based and should also learn what their rights and duties connected with the fact that they hold seats in the Parliaments are. And besides, they should get to know how and in what spheres they should be helped by parliamentary services.

Topics to be included in the programmes for the induction of new Members of Parliament

The choice of topics for the training programmes should depend on the number of the new Members of Parliament and on the experience they have had so far. Among these topics the following ones are likely to appear:

- history of parliamentarism in a given country and the history of world parliamentarism, comparative study of parliamentary systems, interparliamentary organizations;
- constitutional order of the State, the structure and powers of the state authority agencies;
- the principles on which the creating of the law is based, the principles of legislation procedure;
- some elementary information on administrative and financial law;
- the functioning of the Parliament, the work of the Commissions, regulations;
- the rights and duties of the Members of Parliaments;
- principles on which the functioning of parliamentary services is based;
- principles on which the creating and the functioning of the Members of Parliament's electoral district offices are based.

How the programmes for the induction of new Members of Parliament should be organized

It seems reasonable to organize the basic training programme after the parliamentary elections and before the first session of the newly elected Parliament. However, I do not suppose that we should content ourselves with this. We can also try to organize, during the term, monthly seminars devoted to selected legislation and economic problems as well as the problems connected with social policy or modern office equipment (e.g. computers which can be utilized by Members of Parliament in their work). How to choose lecturers is an essential thing. In my opinion, it is, first of all, former deputies or deputies who are active at present and who are really experienced, the present term not being their first one, who should become such lecturers. The principles on which the functioning of parliamentary services are based should be discussed by the highest ranking parliamentary executives. Outstanding university professors should be invited to discuss broader problems, i.e. the ones which involve not only the Parliament. Lectures should be supplemented by comprehensive written materials which would offer the new deputies ample information about the Parliament, all the necessary technical and administrative details included (for instance such an important detail as the answer to the sometimes most burning question: where to park the car?). The first training programme should consist or more than just lectures. Such events as a dinner given by the Speaker of the Parliament whose term has ended and a special programme for the spouses of the Members of Parliament could constitute its important elements.

After the coming parliamentary elections, which are to take place on the 27th of October, 1991, the first training programme for new Senators will take place, the first one in the new Polish Senate, i.e. in the Senate which has been revived after 50 years of non-existence. I hope that the discussion which will be held during the next meeting of our Association as well as the presentation of the experiences of other Parliaments in this sphere will enable us to prepare our training programme in the best possible way.

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

Mr. SAWICKI (Poland) introduced the topic which had been agreed for discussion at the previous meeting, on the basis of the note he had submitted. He noted that it was important not to use the word "training" for programmes for new Members, because Members became defensive at this word. Two different situations could arise. The first was that of a new Member belonging to a long-established party, while the second was that of a new Member who enters parliament with a new group or party. In Poland the problems mostly related to those of the second type. In the previous senatorial election, of 100 Senators only 4 had previous parliamentary experience, while in the most recent election, only 30 out of 100 had experience.

The orientation programmes themselves could be of two kinds. Some were of a kind to be run by the parties themselves rather than by Secretaries-General, for example those on current political issues. Other non-partisan programmes could be run by Secretaries-General. These could cover such matters as the history of parliament, the rules of the House, elements of administrative law, the rights and duties of Members of Parliament, the way in which the parliamentary services operated and so on. In Poland the programmes had been organised before the first meeting of the new House, but did not stop then. Repeat seminars took place after the House had begun meeting. Secretaries General themselves, former Members and academics could all take part in the programmes. Following the 1989 elections about ten different seminars had been arranged, for different parties, lasting all day and including an amount of written material. He was interested to know what was done in other parliaments.

Mr. HJORTDAL (Denmark) said that programmes of this nature had been begun in Denmark a few years earlier following an election with a relatively high intake of new younger Members. These Members had felt frustrated at the difficulties they faced in introducing the new ideas they had. The seminars, the contents of which were similar to those which had been described in Poland, had been successful and many existing Members had found them of interest as well. They had enabled new Members to contribute earlier to the work of the parliament in their career than they would otherwise have felt able to do.

Mr. DAVIES (United Kingdom) stated that the House of Lords had recently introduced such a programme, after having managed without for several hundred years. Traditionally such work had been undertaken by the party whips, but these were not available to independent Members and it was a new hereditary Peer who had precipitated the development of the programme. It took the form of a talk by the Clerk of the Parliaments and then a tour of the

building. He doubted, however, whether it would be appropriate for outsiders such as academics to take part.

Mr. GRENFORS (Sweden) said that Sweden had a similar programme for a number of years. It included both practical and theoretical elements and it benefited both the Members and the parliamentary staff, both through enabling them to meet each other and by helping Members to be well informed on procedures. It comprised a number of separate stages. The first was a series of talks with accompanying written material from the Secretary General about the organisation of business and constitutional matters, and talks about the work of the press and of the international service. The second stage comprised talks about salaries, allowances, housing, security and such matters, together with a tour of the building. Following this, committee secretariats briefed their new Members. Finally, at a later stage, Members were briefed about the work of the Library, parliamentary documentation and information technology equipment.

Mr. LAVOIE (Canada) said that programmes of this nature were treated with great importance in the House of Commons and that preparations were currently underway for the new Members who would result from the 1992 or 1993 election. Members of staff were also invited to take part in the programmes. No courses were organised for a particular party. The programmes were given by parliamentary staff.

Mr. WINKELMANN (Germany) said that in the 1990 elections 37% of all the new Members of the Bundestag were new Members. Nevertheless, induction programmes were not provided because the work was done instead by the existing parliamentary groups. The Bundestag did, however, send bundles of written material to new Members which included the relevant parliamentary telephone numbers for the particular parliamentary services.

Mr. NDIAYE (Senegal) said that in Senegal there was no systematic induction programme for new Members but that written material was made available and opportunities existed for supplementary questioning. While there was perhaps evidence that programmes of this nature given by parliamentary staff would be of value, it was possible that it would be more palatable for Members if it came instead through their parliamentary groups.

Mr. IDRISSE KAITOUNI (Morocco) said that such activity in Morocco had taken place through the mechanism of political groups. There was perhaps a role for Secretaries General to do more in this area and thought was being given to this. He would be interested to see the results of any further work done in the Association on this point.

Dr. ALZUBI (Jordan) said that while there were no such programmes in his country they were currently being considered. He thought that programmes of

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this nature could help both the Members and the secretariat of the parliament. He felt that it was better for them to be undertaken by the secretariat rather than outsiders.

Mr. SOELAKSONO (Indonesia) asked whether all of the explanations about the practices and rules of the House were always based exclusively on the rules of procedure as used in the previous parliament.

Mr. WERUNGA (Kenya) said that it had been considered for some time that orientation programmes would be beneficial to their new Members. Interestingly this had been called for by some long-serving Members who felt that delays and confusion were often caused by new Members who went about things in the wrong way. Consideration was being given to preparing for the forthcoming entry of many new Members into the new multi-party Parliament to take place following the forthcoming elections. It was hoped to prevent the seminar being hijacked by political parties or by outsiders who may not have direct experience of parliament and of Members' problems. At the same time, it was possible that Members would not take kindly to receiving lectures from parliamentary staff.

Mr. NYS (Belgium) said that Senators in Belgium each received a guide to all the parliamentary services and that following the previous elections he had organised seminars with all the relevant departmental heads being present.

MR. SAWICKI (Poland) responded to the debate. He noted that there had been differences of opinion amongst Members on the possible role of academics. He stressed that in the Polish context he had been referring to discussions on constitutional law which might need a University input but he agreed that it was not appropriate to use academics to discuss parliamentary procedure. As for the issue of whether to provide training in party groups, he stressed that where this was done in Poland it was not training on political matters. It had been done for two reasons, the first being simply as a way of dividing up a large number of new Members into four reasonably sized groups and the second was that it enabled some Members to be more open about the kinds of problems they wished to raise. He noted that a number of the contributions illustrated the way in which it was important for programmes to be adapted to local conditions. On the point raised by Mr. Soelaksono he stated that even where a very large number of Members had entered the House, continuity was maintained initially by adopting the rules of the previous House.

It was *agreed* that the Rapporteur should be asked to draft a questionnaire on the subject which would be considered at the following session in Stockholm.

ANNEX: Mr. Mahran (Egypt) submitted the following speech in writing

"Parliamentary work is inseparable from public political action. A Member of Parliament derives his experience not only through parliamentary practice but also through running public activity in parties or different social labour institutions or syndicates. In Egypt, where parliamentary practice covers over a decade, the induction of new MPs is not an issue as is the case in countries with recent democratic institutions. The inducted MPs during the current legislative term numbered 238 out of a total of 454, that is 52.4% to 43.9%.

This might be significantly justified by the altered Egyptian electoral system: moving from the party-list proportional representation system to individual majority system, the latter was the basis of the latest People's Assembly elections held in November 1990, as well as projecting new elements by parties and political groups onto the arena of parliamentary action.

The considerably large number of newly-inducted MPs constitutes a problem that reflects on the standard of parliamentary performance bearing in mind the premature democratic experience, initial parliamentary practice and recently-established political institutions which play a basic role in the political upbringing process.

This demands, by necessity, organising training programmes for those Members to ensure a reasonable degree of sound parliamentary practice.

As far as Egypt is concerned, the relatively large number of newly-inducted MPs is a healthy phenomenon in view of democratic reforms underway and the planned broadening of the base of political participation involving capabilities likely to prompt legislative work in Egypt. It is evidently observed in this respect that these Members make an effort to acquire the parliamentary expertise required and even turn out to be among the most active Members in exercising their legislative and monitoring role, as revealed in questions, information motions and interpellations as well as in the effective participation in the legislature.

Nevertheless, the Members' lack of parliamentary experience might, in some cases, negatively affect parliamentary performance.

Newly-inducted MPs in Egypt attain parliamentary practice experience through several channels such as:

1. Reacting with old Members both inside and outside the Assembly. The present Assembly contains a numerical balance between old and newly-inducted MPs, where those with earlier parliamentary experience account

for 47.6% of the total number of Assembly members, with those well-versed cadres undertaking a fundamental role in guiding and training newcomers.

2. The know-how of newly-inducted Members ahead of parliamentary action includes experience in work inside elected popular local councils as well as parties, syndicates and different social bodies. Some still get their expertise from belonging to a parliamentary family.
3. MPs can make use in their debates of supplied data, references, documents and researchers, while applying right procedures of parliamentary practice. These services are provided through departments of the library, legislative and parliamentary documents, computers, the Parliamentary Studies Centre and the Researches, Data and Relations Secretariat and the General Department for Parliamentary Conferences, etc.
4. The activity of Parliamentary groups of both the majority and the opposition who maintain a basic role in guiding and training newly-inducted MPs during periodic meetings in the course of legislative sessions.
5. Exchanging parliamentary expertise through taking part in regional and inter-parliamentary Conferences.
6. Finally, Parliamentary practice itself can help best in conducting training courses and acquiring expertise. It is hard to imagine what theoretical learning or training in some skills can achieve in the absence of practical experience. It is inconceivable as well to have newly-inducted MPs soundly trained in parliamentary work in a short span of time.

Therefore, laying down guidance and training programmes for newly-inducted MPs is in accord with the provision quoted in the Memorandum presented by Mr. Sawicki on the significance of these programmes and items covered in them, as well as the arrangement of training courses and the choosing of their lecturers, particularly as regards newly-rising parliaments and countries with recently-established democratic institutions, provided the given process is taken up according to the respective conditions of parliaments."

3. Report on Induction Programmes for New Members prepared by Mr Wołech Sawicki, Secretary General of the Senate of Poland (adopted at the Canberra session, September 1993)

INTRODUCTION

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Table A (General Information)

Introduction

In 1991 the Association of Secretaries General of Parliaments during its spring session held in Pyongyang, North Korea decided to include in the agenda of the next session the following subject: "Programmes for the Induction of New Members of Parliament". The item was discussed on the basis of a preliminary note during the spring session in 1992 held in Yaoundé, Cameroon. The Association decided to prepare a questionnaire, which was accepted during the autumn session held in 1992 in Stockholm, Sweden and circulated to all members of the Association. At the spring session in New Delhi, India, a first draft was presented for comment and discussion. The second draft was presented during the autumn session held in 1993 in Canberra, Australia. This final report incorporates the comments about and corrections made to the initial draft.

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Thirty five chambers of 27 countries' responded to the questionnaire:

Australia - House of Representatives, Senate
Belgium - Chambre des Représentants, Sénat
Cameroon - National Assembly
Canada - House of Commons
Council of Europe - Parliamentary Assembly
Cyprus - House of Representatives
Denmark - Folketing
France - Assemblée nationale, Sénat
Germany - Bundestag
Greece - Vouli ton Ellinon
Indonesia - Dewan Perwakilan Rakyat
Italy - Camera dei Deputati, Senato della Repubblica
Japan - National Diet of Japan (House of Representatives, House of Councillors)
Kenya - National Assembly
Korea - National Assembly
Mali - Assemblée Nationale
Norway - Storting
Poland - Senat
Portugal - Assembleia da Republica
Spain - Congreso de los Diputados
Surinam - Nationale Assemblée
Sweden - Riksdag
Switzerland - Assemblée Federale (Conseil National, Conseil des Etats)
Tanzania - National Assembly
United Kingdom - House of Commons, House of Lords
Uruguay - Senado
USA - Senate
Zambia - National Assembly

Before proceeding to an analysis of the questionnaire, the discussion during the spring session of ASGP in 1985 in Lomé, Togo should be mentioned. The summary of the discussion was published in the 146th issue of "Constitutional and Parliamentary Information". The discussion was presided over by General Secretary of the Knesset, Mr S. Jacobson (Israel). Eleven speakers presented the situation prevailing in their Parliaments. The conclusions were that in some

¹ plus one international Assembly.

Parliaments only special induction seminars or programmes were organized for new Members, but in all countries new Members received written information on parliamentary procedures and support provided by parliamentary services. The responses to the questionnaire confirm the above. Among the 35 Chambers which responded to the questionnaire, 17 organize induction programmes which vary from short informational meetings to several-day-long seminars covering a wide range of topics.

I. General Information

General information, the first part of the questionnaire, is shown in Table A.¹ The relatively high proportion of newly elected Members (approx. 30%) should be noted. According to the responses, this appears to be a long-term tendency, but it is hard to specify a clear trend of this issue.

The proportion of new Members depends usually on current political events in the country, such as political transformation on one hand, and the appearance of political scandals and the discredit of certain groups on the other (it must be emphasised nevertheless, that such explanation was not given in any response). Following are several of the most typical reasons for a higher number of newly elected Members elected in the last parliamentary elections given in the responses for the questionnaire:

Belgium: exceptionally long preceding term of office

Cameroon: transformation from one-party system into multi-party democracy

Italy: age - related demographic change, formation of several new political parties

Poland: political system changes, formation of several new political parties

Sweden: changes in political opinions, "two new parties entered the *Riksdag* while one party lost its representation and the largest party lost quite a few seats"

Zambia: introduction of a new constitution, abolition of one party system and introduction of multi-party democracy

In some countries after the last elections new parties which had never been represented before entered the parliament. The situation in Cameroon and Mali resulting from system transformation is especially noteworthy.

¹ See page. 125.

II. Programmes for the induction of New Members of Parliament

- Among the 35 Chambers which replied to the questionnaire, the following 17 organize induction programmes for new Members:
- Australia - House of Representatives, Senate
- Belgium - Chambre des Représentants, Sénat
- Canada - House of Commons
- Denmark - Folketing
- France - Assemblée nationale
- Kenya - National Assembly
- Norway - Storting
- Poland - Senat
- Sweden - Riksdag
- Switzerland - Assemblée Fédérale (Conseil National, Conseil des Etats)
- Tanzania - National Assembly
- United Kingdom - House of Lords
- USA - Senate
- Zambia - National Assembly

During the debate on the second draft report held in Canberra three other countries declared that they organize induction seminars for new Members (Bangladesh, Philippines and Sri Lanka). However, there are no formal replies from these countries.

It must be stressed, however, that according to the information from the other 18 chambers, the newly elected Members are not left without any support even if there is no formal induction programme organized by a Parliament's administration.

In France (*Sénat*) new senators are invited individually to the offices where the information on material and financial resources is at their disposal and information on their duties as Senators is given to them. New senators are also welcomed by political groups and by the standing committees they plan to join. In the United Kingdom (House of Commons) the party groups inform their new Members about their parliamentary duties and opportunities. New Members receive a full information and reference pack, together with an introductory talk by the Secretary General and the offer of individual interviews. In the German *Bundestag* particular parliamentary groups inform the new Members about their duties. Nevertheless it is not a formal induction programme. In Italy (*Camera dei Deputati*) and in Korea (National Assembly) there is a special induction programme for the administrative staff of Members, but a programme

for Members themselves does not exist. In Cameroon and Mali some steps were taken to prepare an induction programme for the parliamentarians.

The Parliamentary Assembly of the Council of Europe undertakes major efforts to introduce its members into its own activities and organisation and into the Council of Europe in general. Whenever a large number of new members is appointed, the Office of the Clerk arranges meetings with them during sessions in Strasbourg to brief them on the procedure and practice of the Assembly and on related matters. Since 1989 the Parliamentary Assembly has had special co-operation programmes with Central and East European parliaments. They also include the training of young parliamentarians. Such programmes are specifically devised for the parliamentary delegations of newcomers to the Assembly, i. e. the parliaments that have been granted special guest status. Occasionally such seminars are also organised in national parliaments, at their request. This happened in Riga in December 1991 and in Tirana in November 1992. Those meetings dealt mainly with the Council of Europe human rights activities, its Conventions and special guest status.

In all Chambers, even if a special programme is absent, all new Members receive written informational materials such as the Constitution, standing orders, rules and procedures, Member's duties and privileges, and information on Parliament's structure and administration offices.

A. Organisation of Induction Programmes

In all Chambers the induction programme, if there is any, is prepared by the Office and Administration of the Parliament under direct supervision of the Secretary General. A Research Department and Library in most cases help in preparations. The administration of the Parliament usually prepares the part concerning salaries and allowances and support provided by administration of the Chamber. In all Chambers which responded to the questionnaire, there is no special department nor staff which is exclusively involved in the organization of an induction programme. The staff of Parliament administration who prepare the programme perform other duties as well. It is worth noting that the staff of the American Secretary of the Senate includes a Co-ordinator of Seminar Programs, but his responsibilities are much wider than this.

Preparatory Materials

Written materials prepared by a Parliament's administration for new Members are quite diversified and not always of a purely training nature. They vary

from simple brochures, leaflets including information on Chamber Standing Order, practice and administration, language and electronic data processing courses, through more detailed information on the financial, social and protocol status of Members (Belgium), information on procedures, legislation process, privileges, conflicts of interests and role and duties of Parliamentary Committees (Canada), to comprehensive general use handbooks which are distributed to the new Members to help them in performing their duties (Australia - material of more than 1000 pages). The case of the French Parliament is worth noting here. In *th&Sénat* even if there is no induction programme for new Members - they are individually invited to the specified offices and given the necessary information - the Secretary General of the Questure prepares written informational materials on the political status of Parliament's Members (legislation on incompatibilities, statements of income and other information required to obtain a seat). In the French National Assembly newly elected deputies have to go through an induction procedure. On this occasion a deputy is asked a whole series of personal questions (addresses, family situation, social security system etc.) or questions connected with the future performing of his (her) duties (performing professional activities, seats in local authorities, financial statements, recruiting of co-worker etc.). Various documents are distributed as well: rules of the National Assembly, a document describing the services of the Assembly, alist of administrative staff, forms to fill in and to return to the appropriate services. On the whole this operation lasts twenty to thirty minutes since most of the information sought is treated and gathered by electronic media.

The initiative of the *Assamblea da Republica* of Portugal, where no special induction programme exists, is also interesting in this context. The Office of Public Relations, whose responsibilities include familiarisation of new Members with the parliamentary environment, provides parliamentarians with a set of materials containing legislative documents that may be helpful in future parliamentary activities and when exercising duties in the virtue of law.

The House of Commons of Canada prepared a video illustrating in summary fashion the various services available in the Parliament Buildings. Moreover, two booklets are published:

- "Organizing a Member's Ottawa Parliamentary Office"
- "Establishing a Constituency Office"

The role of party groups and former or new parliamentarians in the drawing up of the programme.

The questionnaire contained three questions pertaining to the role of parliamentary groups and former, as well as new, Members of the Parliament in the

drawing up of induction programmes. Generally, parliamentary groups (party-groups) do not participate in the drawing up of induction programme nor receive financial support destined especially for induction of new Members or party-group staff. In a number of Parliaments they receive financial support from Parliament; however, such funds are generally allocated for supporting activity of parliamentary groups which decide directly on their disbursement. In some countries the situation is different:

Australia (Senate):

- The political parties are consulted in the preparation of the induction programmes.

Canada (House of Commons):

- Each political party conducts its own orientation for newly elected Members. These orientations focus on the political and partisan aspects of the parliamentary environment.

France:

- in the *Sénat*, where no induction programmes exist, particular political groups conduct their own orientation for newly elected Members and organise training initiatives. The groups receive no funds from the *Sénat* destined especially for induction programmes for Senators.

Germany (*Bundestag*):

- There is no formal induction programme in the *Bundestag* and particular political groupings conduct their own orientation for newly elected Members. Generally, they are in the form of informational meetings, sometimes with the participation of the *Bundestag* Administration.

Norway (*Storting*):

- the main part of the induction programme for new parliamentarians is organised by each party group. The induction programme organised by the *Storting* Administration is only complementary to the programmes of party groups.

Sweden (*Riksdag*):

- the party groups are consulted in the preparation of the induction programmes.

Switzerland (*Assemblée Fédérale*):

- parliamentary groups may present their activities and manner of the work of their secretariats during the hours when induction programs are conducted.

USA (Senate):

- the party leaders (of the majority and minority) approve the agenda drawn up by the Office of the Secretary of the Senate.

Former parliamentarians do not participate in the drawing up of the programme. The situation prevailing in Belgium (*Sénat*) is an exception from this rule: "some parliamentary groups invite their former parliamentarians to support, rather informally, newly elected Senators in the beginning of their term of office". The same applies to Canada (House of Commons), where at previous orientations some former parliamentarians have been invited to participate.

Newly elected parliamentarians do not participate in the drawing up of the programme either. However, in Belgium the newly elected parliamentarians actively participate in the information meeting and may comment on and discuss all interesting issues. The next induction programme may take advantage of materials resulting from such discussions. Similarly in Canada newly elected parliamentarians do not formally participate in drawing up the programme, but the programme and topics covered during the orientation are based on feedback from previous orientation programmes. In Australia newly elected parliamentarians are only invited to comment on the induction programme, in order to improve it in future. In Sweden new Members of the Parliament are involved in the evaluation of the programme, the result of which might lead to future changes. In the United Kingdom feedback from Members attending the course is used to make future courses more effective.

In Canada (House of Commons), the United Kingdom (House of Lords), Sweden (*Riksdag*) and the USA (Senate) parliamentarians attending the induction programmes are given special questionnaires at the end of the course in order to evaluate the induction.

In Sweden (*Riksdag*) the results of the evaluation of the induction programme, given by the new Members participating in the programme in 1991, were as follows:

- most members were content with the induction,
- three out of four considered the induction to the work in the Chamber "very useful" or "rather useful",

- the induction to the work in the standing committees was considered of less use. The committees arranged various induction programmes but without coordination,
- 80% got enough information about the service and support from the Administrative Office,
- three out of four found the extent of the induction adequate,
- some wanted more information, repetition or induction spread out over a longer period,
- many asked for a parliamentarian's handbook covering all relevant information.

Timing of organisation of the orientation programme

Normally, the programme is arranged in the period between the elections and the first sitting of the new Parliament, usually from two to six weeks after the elections. Three Chambers display different features:

Denmark (*Folketing*): the programme is arranged within the first month counting from the day on which the *Folketing* first meets after a new general election has been held.

United Kingdom (House of Lords): induction courses occur about 4 times a year. Since the composition changes gradually, this allows courses for new Members to be held shortly after their appointment or succession.

Sweden (*Riksdag*): written information is sent to new Members as soon as the results of the elections are complete (usually within a week from the election day). The newly elected *Riksdag* convenes 15 days after the election day. New party-groups can be informed of parliamentary procedures already before election day and before *Riksdag* convenes. The general programme usually starts in the second week of the session.

Additional courses and seminars

Additional induction programmes are organised in a few Chambers only, but they are very important since they introduce specific, difficult subjects which the members face for the first time. The programmes include:

- foreign language courses and electronic data processing (Denmark)
- office management techniques (France)

- legislative process and procedure, ethics, office organisation, budgeting (USA)
- briefing of Parliamentary Library (Australia)
- personal briefings for Members returned in by-elections on topics in keeping with the general programme (Canada)

In the United Kingdom the additional programmes are organized only upon the request of political parties.

In Australia the Department of the House of Representatives has held several occasional lunch-time briefings for Members and their staff on the following subjects: private members' business, the rules of debate/opportunities to speak on bills and motions, incorporation in Hansard, committee operations, and the legislative process.

Participation in seminars and training outside of Parliament are a rather popular form of additional courses. The nature and topics of such training are different in various Chambers and depend on particular needs and organization capabilities. In Denmark the Members go on study tours with the committees and attend conferences arranged by Ministries, national and international organisations, etc. The subjects may be e.g. environmental policy, energy policy etc. In the *Senat* of France such seminars are organised mainly by the political groups.

In the USA both Harvard University and the Heritage Foundation offer week-long orientation programs which concentrate on policy questions and legislative procedure.

In the Canadian House of Commons the Library of Parliament provides seminars and the Government's Centre for Management Development and the Government's Treasury Board offer seminars in order to explain the structure of the federal bureaucracy, budgeting and estimates process.

In Zambia extramural seminars for the Parliamentarians are organised by institutions outside Parliament on specific subjects such as environment, population growth or the economy. In the Republic of Mali such seminars are organised by political parties.

Not in all countries do Members have their own staff. For example, in Switzerland there is no such staff (during the referendum of 1992 the tax-payers refused to cover expenses for such a staff). The Parliamentarians of Surinam and Zambia do not have their own staff either.

In most of the countries polled such a staff exists and receives orientation programmes as follows:

In *Belgium* the staff participates in an orientation tour together with the parliamentarians and special courses are organised by parliamentary groups.

In *Denmark* the party secretariats organise introduction courses for MP staff in cooperation with the MPs' Services Department and individual departments.

The *Sénat of France* grants each senator a subsidy for the recruitment and salaries for two assistants for full or part of the term. The *Sénat* finances occasional information sessions for the assistants.

Orientation for assistants in the *Assemblée nationale of France* is organised in co-operation with *Ecole Nationale d'Administration*.

In the *German Bundestag* there are no special programmes for the staff of newly elected parliamentarians, but in 1990 the largest parliamentary group prepared a special orientation for the staff of new Members from the former GDR.

In the *Senate of USA* new staff orientation is carried out simultaneously with the new Members orientation. Then a month after the election special orientation is organised to explain such services as television programming and computer facilities.

In *Canada* a special orientation programme is held for the staff of new Members usually a week after that given for new Members. This follows the same agenda as the programme held for new Members.

In the *Republic of Korea*, in spite of the absence of an induction programme for newly elected parliamentarians, there are educational programmes for the staff of parliamentarians which cover training on legislation, government and budgetary issues.

In the *Australian Senate* the Research Section of the Department of the Senate arranges regular seminars for Senators' staffers, and staffers may also enrol in seminars arranged for other public servants.

The Department of the *Australian House of Representatives* organises at least one induction programme for staff of new Members during the term of each Parliament. Specialised library programmes are regularly provided for new staff of Members, some being held away from Canberra in the State capital cities.

The information listed above proves the importance of general training of parliamentarians' staff and clearly demonstrates the variety of topics and wide range of covered issues.

Responses to the questionnaire prove that only in a few cases may a parliamentarian request specific induction sessions for himself and for his staff. For example, in Belgium's *Sénat* and *Chambre des Représentants* parliamentarians may request specific induction sessions for themselves and their staff at the cost of the Parliament. The sessions in the *Chambre des Représentants* broadly cover computer related problems. On request of its parliamentarians the *Sénat* of Belgium may arrange meetings with important persons from outside of the Parliament (conferences, seminar) or organise language courses.

Australian Senators may request the Department to run a seminar especially for them and their staff but programmes are not conducted by external persons/companies nor is there a list of recommended programmes. Senators may at any time request a special briefing by any of the agencies which service parliamentarians.

Members of the *Australian House of Representatives* may request additional and specific assistance for themselves and their staff. Such requests are welcomed. This assistance is given by parliamentary staff.

In both cases there is no list of recommended programmes and external providers.

The induction programme is assisted by institutions of state and local administration only in the Australian House of Representatives, where assistance is provided by several Executive Government Department whose duties are primarily involved in providing certain services to Members. They participate in the programme at the invitation of the Department of the House of Representatives and with the approval of their Minister.

Tanzania answered affirmatively to this question but failed to produce any detailed explanations.

With the exception of the Parliament of the Republic of Mali and Zambia, the induction programmes are implemented without international co-operation. In Mali, foreign parliamentary practices are envisaged, while in Zambia all three forms of international co-operation are implemented, i.e. joint meetings and seminars, lectures given by foreign guests from various countries and foreign practices.

In a majority of Chambers (10 out of 15) with an induction programme for new parliamentarians, the attending Members of Parliament may express their views on the programmes. In several cases they express their views by means of a questionnaire.

The attendance at induction programmes is large. Some Chambers report almost 100 % attendance by new parliamentarians (Australia, Tanzania, United States, and Zambia). Other Chambers report attendance ranging from 30 to 80%. However, poor attendance is also noted, e.g. in Norway, where only 9 of 68 parliamentarians (or 13%) attended the programme. This results mainly from the fact that the basic induction programme is carried out directly by parliamentary groups, while the *Storting* Administration programme is merely a complementary one.

In the Republic of Mali, where an induction programme is not implemented yet, two parliamentarians attend three-week induction programmes in France and Canada.

B. Description of Programmes for the Induction of New Members of Parliament.

The subjects dealt with in the induction programme are closely related to the overall time allotted to the implementation of the programme and to the organisational capabilities existing within the Office of the Secretary of the Parliament.

The scope of the induction programme is well diversified, ranging from general issues, often of key importance - e.g. the Parliamentary procedure or Constitutional powers granted to the Members of the Parliament, to purely technical matters, such as the use of computers or faxes. A typical induction programme extends over 2 - 3 days. The general topics discussed under the induction programme fall into two following categories:

- the first, a package which covers all information on the constitutional and customary powers of the Parliament and Members of the Parliament, including the following topics:
 - the structure and organisation of the Parliament
 - procedure and practice of the Chamber
 - constitutional and customary powers and duties of the Parliament and Members of the Parliament
 - rules and procedure of business, use of voting equipment
 - intervention powers of parliamentarians and the manner of exercising them

- the right to ask questions
- organisation of standing committees
- the role of the Parliament in the area of foreign policy
- the second package covers practical issues and is intended to familiarise the parliamentarians with the new environment and includes the following topics:
 - information on the swearing-in of new Members of the Parliament
 - description of services provided by particular offices of the Parliament
 - services provided by the Library of the Parliament
 - services provided by the department responsible for catering, health and recreational activities
 - information on the salary and allowances of parliamentarians
 - accommodation services provided to the new Members of the Parliament
 - information concerning the electronic devices at the disposal of the parliamentarians
 - information on parking facilities
 - information on telephone services
 - information on security services

Not all of the above mentioned elements of the general induction programme exist in the assessed Chambers.

Generally, the practical package of the induction programme includes various forms of training in the following areas:

- office management techniques
- use of computers and faxes
- computer courses - data processing system
- training courses concerning the use of parliamentary archives, libraries and databases
- foreign language courses.

The subjects covered by the induction programmes of Chambers that responded to the questionnaire and organise an induction programme are the following:

Australian House of Representatives

- opening of Parliament arrangements, including the swearing-in of Members
- role of the Speaker and the Whips, some procedures and debating rules
- a Member's entitlements (salary, staff, travel, offices in Parliament House and electorate and equipment)
- the parliamentary administration and services it provides
- parliamentary broadcast and television arrangements
- the Register of Members' Interests
- the running of an electorate office and the effect Parliament and its sittings have on the Member and the Member's family
- accommodation in Canberra.

Australian Senate

1. Initial programme:

- briefing on the swearing-in of new Senators
- description of the services provided by the department of the Senate and details of entitlements and facilities
- procedure and proceedings of the Senate
- Senators' participation in Senate proceedings
- outline of services provided by the Parliamentary Library and the research service
- description of services provided by Hansard (the Department of Parliamentary Reporting Staff), the Joint House Department responsible for catering and health and recreation services, Executive departments responsible for electorate offices, entitlements and facilities, staff, salary and superannuation etc.
- advice on housing and accommodation in Canberra.
- a concluding session in which new Senators may raise any matter which interests them.

2. Follow-up programme:

- swearing-in procedures and the proceedings on the first day of the sitting

- outline of procedures for referring bills and budget estimates to committees
- legislation procedure
- televising of the Senate
- Senators' participation in Senate proceedings
- offices and facilities
- salary and taxation matters
- any other matters which Senators may wish to raise.

3. Individual programmes for new Senators. These are arranged at the request of a new Senator who is not able to attend the programmes listed above (most often those who are chosen by a State Government as a replacement Senator and arrive in the Senate some time after an election).

Belgium (Sénat)

- the objective of the programme is to familiarise new Senators with practical aspects of their mandate (basic information concerning insurance, car registration, salaries, available faxes and computers).

Belgium (Chambre des Représentants)

- the programme is aimed at the familiarisation of new Members of the Parliament with protocol and the technical aspects of their mandate. In particular, these include the following topics:
 - powers and obligations of the Parliament
 - procedures and proceedings of the Senate
 - legislation procedure
 - intervention powers of parliamentarians

Canada (House of Commons)

The induction programme is composed of two parts presented respectively by the Clerk of the House of Commons and the Administrator of the House.

In March 1989, the former part included:

- a video illustrating the various services offered to the Members by the different branches/directorates in the Clerk's Sector
- the process involved in the passage of legislation examined stage by stage

- a video providing Members with a sample of what can be expected from a typical day in the House
- question period
- House of Commons publications prepared for use by Members in performing their duties
- the work of the various types of committees (standing, special, joint and legislative)
- description of the various elements of the Private Members' Business Office's mandate
- the role of the Law Clerk and Parliamentary Counsel vis-à-vis Members
- Members' participation in parliamentary associations and in international exchanges
- Library of Parliament

In December 1988 the Administrator's part included the following topics:

- film highlighting the services offered to Members by the House Administration and also featuring interesting sights and locales in the National Capital Region
- description of the various entitlements and resources available to Members
- presentation dealing with Members' benefits and entitlements such as salaries, insurance coverage, pensions and allowances, Principal Budget, Constituency Operating Allowance, etc.
- the Members of Parliament Offices - Ottawa and Constituency (accommodation, OASIS and telecommunication services, furniture, supplies and equipment provided for Members' offices)
- hiring of staff for Members' offices
- description of the various budgetary and financial statements which Members will receive from the Comptroller
- security services
- support and information systems
- logistics (maintenance and cleaning services, furniture repairs and auxiliary services offered to Members)
- language training available for Members, their spouses and their staff
- outline of messenger, transportation, page and guide services
- restaurants (a description of the Dining Room, cafeterias and catering services).

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Denmark (Folketing)

The subjects dealt in with the programme are: the legislation procedure, the possibilities for Members of the *Folketing* to obtain information, assistance in connection with the parliamentary work, the grants system and the Finance Bill.

France (Assemblée nationale)

The programme covers the following topics:

- support focusing on information and office techniques and on the use of data bases
- linguistic support (courses of English)

Kenya (National Assembly)

The programme covers specified matters of procedure, practice, history, organisation of facilities and services, security, payments, committees, Government - Opposition.

Norway (Storting)

The programme comprises the following subjects:

- the administrative structure of the Parliament, presentation of section leaders and introduction of the functions of each section
- information on the constitutional secretariat and the secretariats of the standing committees of the Parliament
- information on electronic devices, the garage, etc.
- the telephone service
- the security service
- the ED-systems adopted by the *Storting*, courses and training
- questions and answers

Poland (Senat)

The induction programme includes the following subjects:

- information concerning the proceedings on the first day of sitting
- Rules of the Senate
- services provided by particular offices of the Parliamentary Secretariat
- use of voting equipment

- organisation of parliamentary office in a constituency
- Members' entitlements (salary, allowances)
- intervention powers of parliamentarians

Sweden (Riksdag)

The induction programme covers the following topics:

- general information on the parliament's role, the law-making process, information about the organisation of business, practical demonstrations in the plenary hall, the role of the *Riksdag* in the area of foreign policy, information on how mass-media works in parliament
- information about practical issues like salaries and other benefits, technical assistance, housing, security, guided tour to different service areas (security central, telephone central, reproduction office, laundry and rooms for sports' activities)
- each secretariat of the standing committees informs on its rules and procedures and subject fields
- information, research and library services are presented
- courses in parliamentary documents, databases and the EDB-system
- guided tour

Switzerland (Conseil National, Conseil des Etats)

The subjects of the induction programme include:

- parliamentary procedure
- plenary sessions
- standing committees' offices
- Documentation Centre
- The Office of the Official Bulletin and minutes
- Councils' Secretariat and Presidents
- General Offices
- Secretariat of Finance Committees
- Secretariat of Management Committees
- Office of Parliamentary Control of Administration

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- presentation of the parliamentary press by the President and Members of the Committee of the Journalists' Union

Tanzania

The induction programme covers the powers of the Chamber, i.e. procedure and practice in Chamber proceedings.

United Kingdom (House of Lords)

The course deals with:

- the history of the House and how it works
- procedure in the Chamber
- Committee Work
- Library Services
- Administration of the House
- Guided Tours

USA (Senate)

The general subject matter focuses on legislative procedure and office management

Zambia

Issues covered in the programme include Standing Orders, Rules and Procedure as well as the structure and organisation of the Parliament.

With the exception of Denmark, where the time allotted to particular issues is evenly distributed, and the USA, where about 50 percent of the time is spent on legislative procedure and 50 percent of the time on office management, the proportion of time allotted for particular subjects of programmes is different and there is no clear priority given to a particular topic. For example, in Belgium's *Chambre des Représentants* about 25 percent of the time is spent on rules and procedure, about 25 percent on use of voting equipment and about 25 percent of the time is spent on intervention powers of parliamentarians and their enforcement, while 5 percent of the time is allotted to constitutional and customary powers and duties of the Parliament and parliamentarians, and the remaining 20 percent is spent on other unspecified issues.

In the Belgium's *Sénat* 70 percent of the time is allotted to general matters concerning powers and duties of the Parliament, rules and parliamentary procedure, legislation procedures and intervention powers of parliamentarians, about 10 percent of the time is spent on office management techniques, while the remaining 20 percent is allotted to the financial status of Senators and entitlements of Senators and the offices of the Parliament.

In the Australian House of Representatives the proportions of the programme allotted to discussions on particular matters are:

- constitutional and customary powers and duties of the Parliament (according to the constitution and usage) - 12%
- rules and procedure of business, use of voting equipment - 12%
- law-making procedures - 4%
- intervention powers of parliamentarians and the manner of exercising them - 2 %
- organisation of parliamentary office in a constituency - 20%
- office management techniques, use of computers, faxes, etc. - 9%
- support services - 17%
- video "typical day" in House - 9%
- Canberra accommodation - 7%
- other 8%

In Tanzania the proportions are also uneven with a slight tendency to spend more time on legislation matters.

In most cases the lecturers under the induction programmes are senior public servants, and in a few cases parliamentarians and former parliamentarians.

In the Australian House of Representatives the lecturers include the Speaker, former Chairmen of Parliamentary committees, Whips, House and Parliamentary staff, relevant civil servants, experienced electorate staff and real estate institute representatives.

In Belgium lectures are given by the Secretary General, while in Zambia lectures are conducted by the Speaker assisted by the Clerk of the National Assembly. In Switzerland the induction programme was opened by the previous President of the National Council, while the subsequent lectures were held by the Secretary General and senior parliamentary officers.

An induction programme for spouses of newly-elected parliamentarians is reported only in three cases (Australia, Canada and the United States).

Seven of the 15 Chambers organise cultural and social programmes to enable the newly elected parliamentarians to get to know one another and discuss interesting issues. Generally, these are luncheons and meals hosted by the President of the Chamber or Secretary General.

Tours of parliament buildings do not constitute an important element of induction programmes. In all cases they are optional, while in Sweden, The United States, Belgium, Canada and Tanzania they are normally included in the programme. They provide opportunities for newly-elected parliamentarians to meet parliamentary staff. Another opportunity is provided by the induction programmes organised with parliamentary officers as lecturers. The responses to the questionnaire prove that this is often the case.

Table A - General Information

Country/Chamber	Chamber established in	No of Members	Elected = E Appointed = A	Term of office	Proportion of newly-elected Members	No of newly-appointed Members in the last 4 years	New political parties
Australia House of Representatives Senate	1901 1901	147 76	E E	3 years 6 years	22% 13%	- 9*	- -
Belgium Chambre des Représentants Sénat	1831 1831	212 185	E E	4 years 4 years	38% 43%	25* 22*	1 party 3 Members 1 party
Cameroon National Assembly	1960	180	E	5 years	85%	-	3 parties 92 Members
Canada House of Commons	1867	295	E	5 years	43%	-	-
Cyprus House of Representatives	1960	80	E	5 years	64%	-	1 party
Denmark Folketing	1953**	179	E	4 years	24%	-	-
France Assemblée nationale Sénat	1789 1875	577 321	E E	5 years 9 years	24% 13%***	- -	- -
Germany Bundestag	1949	662	E	4 years	36%	-	2 parties 25 Members

Country/Chamber	Chamber established in	No of Members	Elected = E Appointed = A	Term of office	Proportion of newly-elected Members	No of newly-appointed Members in the last 4 years	New political parties
Greece Vouli ton Ellinon	1843	300	E	4 years	9%	-	-
Indonesia Dewan Perwakilan Rakyat	1945	500	E = 400 A = 100	5 years	55%	100	-
Italy Camera dei Deputati Senato della Repubblica	1948 1948	630 326	E E = 315 A = 11	5 years 5 years	45% 40%	- 5 + 1	2 parties 1 party 25 Members
Japan House of Representatives House of Councillors	1890 1947	511 252	E E	4 years 3 years	25% 47%	- -	3 parties 1 party
Kenya National Assembly	1963	202	E = 188 A = 12	5 years	53%	12	6 parties
Korea, Rep. of National Assembly	1948	299	E	4 years	39%	-	-
Mali Assemblée nationale	1992	115	E	5 years	n.a.	-	11 parties mostly new
Norway Storting	1814	165	E	4 years	41%	-	-
Poland Senat	XV century	100	E	4 years	70%	-	3 parties 18 Members

Country/Chamber	Chamber established in	No of Members	Elected = E Appointed = A	Term of office	Proportion of newly-elected Members	No of newly-appointed Members in the last 4 years	New political parties
Portugal Assembleia da Republica	1911	230	E	4 years	32%	-	1 party 1 Member
Spain Congreso de los Diputados	1977	350	E	4 years	32%	-	-
Surinam Nationale Assemblée	1866	51	E	5 years	67%	-	1 party 9 Members
Sweden Riksdag	1435	349	E	3 years	29%	-	2 parties 51 Members
Switzerland Conseil national Conseil des Etats	1848 1848	200 46	E E	4 years 4 years	30% 36%	- -	4 parties 1 party
Tanzania National Assembly	1961	255	E A	5 years	33%	n.a.	-
United Kingdom House of Commons House of Lords	mid XIII c. between XI and XIV c.	651 1120 (not a fixed number)	E A	5 years -	21% -	- 219	- -
USA Senate	1789	100	E	6 years	5%****	5*	-

Country/Chamber	Chamber established in	No of Members	Elected = E Appointed = A	Term of office	Proportion of newly-elected Members	No of newly-appointed Members in the last 4 years	New political parties
Uruguay Senado	1830	30	E	5 years	n.a.	-	-
Zambia National Assembly	1964	155	E, A	5 years	86%	6	-
<p>* New Members are appointed in case of vacancy only (i.e. death or resignation). ** In 1953 the present unicameral system was introduced. *** 'A' of seats in French Senate are up for election every 3 years; the proportion above applies to the entire Chamber. **** 'A' of seats in U.S. Senate are up for election every 2 years; the proportion above applies to the entire Chamber.</p>							