

INTER-PARLIAMENTARY UNION

Aims

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

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

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

Membership of the Union (November 1996)

Albania, Algeria, Andorra, Angola, Argentina, Armenia, Australia, Austria, Azerbaijan, Bangladesh, Belarus, Belgium, Benin, Bolivia, Bosnia and Herzegovina, Botswana, Brazil, Bulgaria, Burkina Faso, Cameroon, Canada, Cape Verde, Central African Republic, Chile, China, Colombia, Comoros, Congo, Costa Rica, Côte d'Ivoire, Croatia, Cuba, Cyprus, Czech Republic, Denmark, Djibouti, Ecuador, Egypt, El Salvador, Estonia, Ethiopia, Finland, Former Yugoslav Republic of Macedonia, France, Gabon, Germany, Ghana, Greece, Guatemala, Guinea, Hungary, Iceland, India, Indonesia, Iran (Islamic Republic of), Iraq, Ireland, Israel, Italy, Jamaica, Japan, Jordan, Kazakstan, Kenya, Korea (Dem. P. R. of), Korea (Rep of), Kuwait, Kyrgyzstan, Laos, Latvia, Lebanon, Libya, Lithuania, Luxembourg, Malawi, Malaysia, Mali, Malta, Marshall Islands, Mauritania, Mauritius, Mexico, Moldova, Monaco, Mongolia, Morocco, Mozambique, Namibia, Nepal, Netherlands, New Zealand, Nicaragua, Norway, Pakistan, Panama, Papua New Guinea, Paraguay, Peru, Philippines, Poland, Portugal, Romania, Russia, Rwanda, San Marino, Senegal, Singapore, Slovakia, Slovenia, South Africa, Spain, Sri Lanka, Sudan, Suriname, Sweden, Switzerland, Syrian Arab Republic, Tanzania, Thailand, Togo, Tunisia, Turkey, Uganda, United Arab Emirates, United Kingdom, United States of America, Uruguay, Uzbekistan, Venezuela, Viet Nam, Yemen, Yugoslavia, Zaire, Zambia, Zimbabwe.

Associated members: Andean Parliament, Latin American Parliament, Parliamentary Assembly of the Council of Europe.

Structure

The organs of the Union are:

1. *The Inter-Parliamentary Conference* which meets twice a year.
2. *The Inter-Parliamentary Council*, composed of two members from each affiliated Group. *President*: Mr. A. F. Sorour (Egypt).
3. *The Executive Committee*, composed of twelve members elected by the Conference, as well as of the Council President acting as *ex officio* President.
4. *Secretariat of the Union*, which is the international secretariat of the Organization, the headquarters being located at: Place du Petit-Saconnex, CP438, 1211 Geneva, Switzerland. *Secretary general*: Mr. Pierre Cornillon.

Official publication

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

Constitutional and Parliamentary Information

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I. Parliament and television

1. Introductory note by Mr Jacques Ollé-Laprune, March 1994

Television, which has such a record of extraordinary success in such varied fields as sport, shows, games, and a wide range of other events, has not had the same success in the field of Parliament. It is true that a public televised sitting of Parliament - whichever one is chosen - cannot rival figure skating or even the final of a tennis tournament. Could it be that debates on legislation and calling government to account are essentially non-telegenic? The answer is "Yes". Parliamentary discussion is often dry, austere, and technical, and the basic issues are hidden behind procedural rules and considerations. But, given these circumstances, can it be said that television has really found its correct "style"?

To judge from the various attempts which have been made over the last twenty years to bring together television and Parliament, the results have not been conclusive: and the initiatives - major initiatives - which the French National Assembly has taken in recent months, and those which the Senate is going to take, both of which involve breaks with the past, show that the French Parliament is not satisfied with the results obtained and is looking for a new style for parliamentary television.

It is these results so far and the perspectives just described by the French Parliament that we wish to discuss, hoping that the fruits of the experience of other countries will enlighten and enrich our thinking.

* * *

In a country such as France, where some recent studies have suggested that the French are paying less attention to the written word in favour of the audio-visual, it is very important that television current affairs reporting reflects at least a part of the debates in parliament and that they cover its most important work. Since the visual image will represent henceforth people's main information source, parliament would otherwise lose something of its importance.

But television suffers from limitations of time as regards parliament, as it does in respect of all other sectors of national and international life. It is a highly edited medium which tries to reduce a debate of several hours to a news slot of on average one minute thirty seconds. All wider commentary, all the putting of

events into perspective, is suppressed in order to make way for the directing and for effect.

The situation in France is aggravated by the primacy of a very strong Executive, in the person of the President of the Republic elected by universal suffrage, and by the pre-eminence of the Government over the Assemblies, principally in respect of control of the Orders of the Day (as laid down by the Constitution of 1958). This is hard on Members of Parliament because Ministers prefer to announce important measures on television rather than in the Chamber. Thus public debate moves from public institutions to the television screens. And this affects all the bodies playing a role in representative democracy: parliament, certainly, but also political parties and unions.

But if television represents a threat to parliament, it is also an indispensable partner. Thus most parliaments have admitted cameras in their different ways, with the method differing according to whether they are in the Chamber or in other areas of parliamentary debate: permanent committees, committees of inquiry, study and working groups, symposia. However, through their superficial summaries television channels have caused parliament to react by adapting their traditional modes of discussion and inventing new formulas of partnership.

1. Classic forms of broadcast of debates

Two attitudes were possible with respect to television: to refuse access, as the British chambers decided for some time before opting for the complete broadcast of debates in 1992 with the creation of a parliamentary channel, or to allow a restricted access, as we have practised in France in distinguishing between plenary debates and discussions in committee.

Plenary Debates in Public Session

Reporters have always been admitted on authorisation of the Bureau of the relevant Chamber. In practice the Bureau is considered as having permanently delegated to the President of the Assembly the power of authorisation for reporters and in recent years the principle has been decided of giving free access to television channels during public sittings, with benches being reserved for their cameras.

A rare case of refusal in the Senate concerned a television team from Channel 1 which had expressed the desire to come to interview a Minister but in the event the senators' contributions did not interest them.

Full broadcasts of debates are rarer although the charters of the two public channels (France 2 and France 3) place them under an obligation "to broadcast the principal debates of parliament".

In fact only the sessions of Questions to Government are regularly broadcast, by the third channel, each Wednesday at the National Assembly and once a month on Thursdays in the Senate. This question period lasts two hours in the Assembly and two and a half hours in the Senate.

Broadcast of legislative debates, or the exchanges after a government statement, is rarer and mostly arises at the request of the relevant Assembly. However these broadcasts have a reasonable audience: a debate on a government announcement on its foreign policy was seen by two million viewers.

It should be noted that these broadcasts have had no little effect on the organisation of debates in requiring Members to adapt themselves to the requirements of the media. The desire for a greater impact for the debate has led to the organisation of debates with a time limit set for each group (generally ten minutes) which allows a combination of information and conciseness, thus avoiding strings of interventions which bore the viewers. This pedagogic virtue of television should not be underestimated.

Debates in Committee

For a long time debates in Committee have taken place behind closed doors without television cameras. It was always considered that in this way the discussions were freer and richer than the public sessions, and more firmly based on the texts under discussion, being examined by specialists on the matter in hand. Full freedom in manner of expression and vote would be lost, it was thought, under television cameras.

But the imperfections of televised summaries of public sittings have led Members of Parliament in France to change their position: it became necessary to show the quality of Committee debates.

It was therefore decided in 1990 to allow Chairmen of Committees to hold meetings open to the media and, in particular, to television.

As for Committees of Inquiry, which are an important investigatory tool available to parliament for controlling government policy, the change has been even greater: breaking with the rule of meeting behind closed doors without exception, the law of 20th July 1991 has established the principle of public Committees of Inquiry on the model of American hearings.

This decision is important for French practice, because such Committees are often charged with examining topical issues which are the meat of current

debate and particularly interest the media, such as the Committee of Inquiry in the Senate on blood transfusion and the problems of contamination with AIDS.

The publicity given to Committees of Inquiry has already led to some interesting innovations. Thus the Committee of Inquiry on the operation of the Schengen Accords - the agreement between France, Germany, Benelux, Italy, Spain, and Portugal on free movement of persons - has recorded, by its own means, the whole of its proceedings and some of its visits abroad. It produced a 52 minute summary which was shown at the press conference organised for the publication of its conclusions: for the first time a written report was accompanied by an audio-visual document. This document, as well as a more concentrated summary of 26 minutes, has been put forward for sale to the public.

2. New formulas

It is no surprise to report that Members of Parliament are not satisfied with the way in which television reports their debates. Several different experiences have been considered and more recently a study has been made, using examples from abroad, of establishing a true "parliamentary channel".

Direct Broadcasts

Parliament has first of all sought to increase its presence in television programmes by law.

When France had only three channels, all public, it was decided, in accordance with the Government, to impose on the first and second channels a duty to transmit direct broadcasts [*"a" expression directe*] by political parties, unions and the Assemblies themselves. This system operated for 12 years from 1974 to 1986 and allowed Parliament access to television screens at a peak viewing time since the broadcasts (12 a year of 10 minutes each plus 8 a year of 20 minutes each) were broadcast before the eight o'clock p.m. television news.

Because of these privileged broadcasting conditions the broadcasts had a very high audience of four million viewers. Furthermore, their production costs fell largely to the budget of the television channels, who contributed to their financing up to a maximum limit fixed by the Secretary of State for Communications (137,000 French Francs per broadcast in 1986).

The Senate was thus able, thanks to this "authoritarian" system with respect to the TV companies, to make 54 broadcasts which showed the richness, diversity and quality of its work. But from the moment when, in 1986, pri-

vate television channels arose, it was no longer possible to impose such an obligation on the public channels. While the agreed objectives and duties of FRANCE 2 and FRANCE 3 still lay on them an obligation to transmit the most important parliamentary debates, it is readily admitted that, with some very rare exceptions, this is nowadays only fulfilled in respect of the broadcasting of topical Question Time.

The quarter of an hour for political groups

The Senate sought to make its sessions of Questions to the Government more lively for viewers. It adopted a new formula for this which had no equivalent in the National Assembly.

For a quarter of an hour before the Question session proper, the journalist who is to present the commentary on the Question session interviews the representatives of the 6 political groups in the Senate on the burning issues of the day. The special feature of this lies in the fact that the journalist is present in the Chamber with the Senators sitting with their colleagues in the places reserved for their respective Party groups and acts as "ringmaster" of events right up until the actual moment that the sitting is opened and the President (Speaker) enters.

Production of the images

On a wider scale still, the two Assemblies of the French Parliament have decided to fill out the rather meagre television coverage of their debates by producing pictures themselves or by co-producing broadcasts. Each has taken action in its own way and according to its own methods.

- In 1982 the National Assembly equipped its Chamber with cameras to televise and record its debates, with the pictures being made available free of charge to the television channels.

It has just completed a modernisation of its equipment and since 1992 pictures of a professional quality from remotely operated cameras in an ultra modern system installed at the Palais Bourbon have been produced. These recordings of all the debates in public session are offered to the media, permanently and for no charge, thanks to a fibre optic link with each of the 5 French terrestrial channels. Another specialised link with a tele-communications centre allows cable channels and foreign channels to receive the pictures.

The Assembly considers that it has in this way doubled television coverage of its debates and has produced about 900 hours of film over the year.

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The pictures made available have no journalistic commentary, the only additions being indications of the subject of the debate and whether it is live or recorded. Editing is based on the same principles as govern the full Official Report of proceedings: it must reflect as faithfully and completely as possible what happens during debates, but must leave out anything which is not relevant - "All the debate, but nothing but the debate".

The arrangements are completed by a new room equipped in the same way allowing pictures of Committee meetings which are open to the press to be sent to the TV channels. The making available of the pictures in this way does not preclude television channels from access to the Chamber and to the corridors of Parliament to undertake other reports, interviews, etc.

So as to make the reality of parliamentary work still better understood by "TV watching citizens", the National Assembly moved a stage further, on 2 October 1993, by changing this internal channel into a television channel.

- The Senate has followed a different route. It has preferred to arrange for the broadcast of pictures by a co-production with one of the public channels (the third channel) of a weekly magazine news programme during the six months of ordinary session.

This programme shows, in a lively style, not only debates in the hemicycle and in certain committee meetings but also all the other aspects of Senators' work in the service of the public: the proposals of study or working groups, the activities of the political groups, visits, local work, etc.

The main difference, compared to direct broadcasts, lies in the complete freedom that the Senate gives to the journalist in charge of the programme. He has total editorial responsibility, laid down in the production contract. This has helped to make the programme lively and varied, without compromising its credibility or respect for pluralism.

A new broadcasting slot introduced in 1993 - Wednesdays at 2.45 p.m., before Question Time in the National Assembly - has contributed towards a larger audience for the programme, which now has a loyal audience of 400,000 people on average, which is in France about the same as the audience for the cultural channel ARTE.

For the future, a parliamentary channel?

Numerous foreign examples - C-Span in the United States, Cable Parliamentary Channel in Canada, Parliamentary Channel in the United Kingdom - show that certain parliaments have accepted broadcast of their debates on the new television networks using cable and satellite.

Along the same lines, on 2 October 1993, "The National Assembly Channel" was born: from 7 a.m. to 7 p.m., on Channel 11 before the ARTE programmes, Paris-TV (Cable) broadcasts the debates in the National Assembly, either live or recorded, to 160,000 subscribers in the Paris region and to five towns in the Ile-de-France.

A decisive step towards progress in creating a parliamentary channel has thus been taken, in as much as the National Assembly will be able to extend its channel, using the possibilities of cable, throughout France.

Mr Monory, the President of the National Assembly, wishes to open the Parliament up more to the public and proposed to the Bureau the establishment of a working group to take thinking on a parliamentary channel further. This group began work in September 1993 and has heard the views of all the interested parties - the High Council for Audio-visual affairs, would-be promoters of the channel, cable operators, possible partners - and has made a particular study of the United States and British systems.

The study group considers that a parliamentary channel should contribute to the civic education of the public by educative programmes showing the workings of the institutions and, besides the work of Parliament, should show the wider public debate by broadcasting proceedings of the European Parliament and, when of national significance, the proceedings of local authorities.

At a meeting on 21 December last year, the Bureau of the Senate came to a decision on audio-visual equipment for the Palais du Luxembourg (Senate) and has given its study group the task of working out with professionals the conditions under which the Senate could broadcast its own civic and parliamentary programmes.

* * *

We must be quite clear: if the issue of a parliamentary channel has arisen in France, it is because the debates of the National Assembly and the Senate are seen less and less on our television screens, and because the public television channels are fulfilling their obligations in this respect inadequately. Furthermore, parliamentary work itself is hardly seen at all: pictures from the Chamber have given way to interviews in the corridors. At the same time, the continuous development of information channels on cable (Euronews, and soon TFI's "Tout Info" channel) will multiply the demand for pictures of debates in Parliament and Parliament must be able to respond.

But in respect of programmes there are two schools of thought. Some think that debates should be broadcast with only minimal editing, to avoid repeating

the problems of over-condensing the material so that it is not parliamentary work itself which is shown but perceptions of such work. Others are firm believers in a journalistic vision: the channel should not be the voice of Parliament but "the eye of the citizen", and in their view, this eye can only be represented by intermediaries - journalists - given editorial independence. Many, from whatever side of the debate, believe that technical debates cannot be made available to viewers without some journalistic explanation.

Many consider that, rather than having a purely parliamentary channel, the specialised channel should allow for the broadcast of parliamentary debates, certainly, but also debates of the European Parliament, the Economic and Social Council, regulatory authorities such as the High Council for Audiovisual affairs, and sittings of local authorities such as regional councils, councils for the Departments, and certain debates of national interest in the municipal councils.

The stakes in the game of parliament and television are therefore large: it involves developing a proper channel of civic culture capable of reaching new generations who are less inclined to read than to watch and to listen. The Senate will therefore join with the National Assembly and the future channel for "knowledge, understanding, and education" in efforts to make available to French citizens real public education.

2. Topical discussion: extract from the Minutes of the Paris session, March 1994

Mr OLLÉ-LAPRUNE introduced the discussion on Television and Parliament by noting that by its very nature it was a constantly changing subject. He then rehearsed the principal points of his introductory note.

Mr VIVAS (Colombia) asked about the contribution a parliamentary television channel could make towards public education. He also wished to know more about the extent to which the system for broadcasting parliamentary debates influenced the public image of Members of Parliament and about how the choice of pictures to be broadcast to the public was made. In addition, he sought further information on the mechanisms which were necessary to be put in place to improve the image of Parliament by use of television. Mr OLLÉ-LAPRUNE noted parliamentary debate was by its nature somewhat arid and complex and that the main issues were obscured by issues of procedure. The choice of pictures broadcast on television could not in any circumstances be done by parliamentary officials. An Assembly could only televise the totality of a debate in the same way as the Official Report reported proceedings in their entirety. As for the pictures to be broadcast it was possible to establish a parliamentary channel. If not, the choice of pictures could be made by bodies which do not depend on Parliament.

Mr PIUZZI (Argentina) asked about the costs involved in the establishment of such a process as that established in France for the televised broadcast of debates. He wondered about the authority which decided the subjects broadcast on the channels and whether broadcasts could be included in the private channels. He also asked about fees. Mr OLLÉ-LAPRUNE repeated that a parliamentary channel was being considered in France but had not been established. It was an idea which was on the agenda both in the National Assembly and in the Senate. There was a problem of editorial responsibility. The choice of pictures could not be made by an administrative organ but must be clearly a deed of a political or a journalistic body. As for the costs and financing of these costs it was the television channels which carried the costs when journalists sought interviews or comments on statements. As for the broadcasts such as the Senate's broadcasts of 10 minutes, the expenditure fell to the Senate. Parliamentary television such as had been envisaged in the past had been overtaken by events: in effect it was no longer a question of getting the TV companies to come to Parliament, but of Parliament making the television. The Assemblies were thus open to journalists.

Mr CEVASCO PIEDRA (Peru) reported that television cameras had free access to the parliamentary chambers in his country. Television channels kept abreast of events in this way.

Dr KABEL (Germany) summarised the current state of the debate in his country. The choice of pictures was made by journalists who decided what they wanted to cover within Parliament's proceedings, whether this was the person speaking or other members or perhaps the empty benches if that is what they wanted. The independence of television journalists was an accepted fact and it was they who decided what was broadcast by the television channels. He noted that the presence of television channels when this was known to Members affected their behaviour. Mr OLLÉ-LAPRUNE indicated that the situation described by Dr Kabel in Germany was very close to that in France. Journalists had access to Parliament and it was to complete their journalistic liberty that a parliamentary channel had been created. The chambers could thus together supply information on a pluralist basis. The responsibility of officials should not be called into play: it was a political choice which was involved when a particular shot was taken or broadcast.

Dr ALZU'BI (Jordan) indicated that in his country there was only state television. Some satellite television channels such as CNN were also broadcast. National television covered plenary sittings. Committee sittings were publicised by press communiqués or by statements from the Chairman of the Committee or a press officer. There was sometimes some criticism from Members who found that the broadcast time was insufficient for each speaker. It was necessary to choose a certain number of extracts. Broadcasting time varied from case to case and in proportion to the number of Members. Typically a debate was covered by five or seven minutes of broadcasting time. Mr OLLÉ-LAPRUNE noted that certain reactions were the same in all countries: Members of Parliament always found their broadcasting time insufficient. Parliamentary time and television time were different things. Ten minutes of television involved a particular cost which must be justified by a particular audience. Parliamentary debates were six or eight hours in length and the interest therein did not coincide closely with that of television. The idea was to respond to these needs either by summarised broadcasts made by the television channels or by the production of pictures by the Assembly itself. If the Assembly itself became the producer of the pictures then there were difficult questions to resolve in respect of political responsibility.

Mr ORBAN (Belgium) noted that in his country television channels had access to Parliament. The television channels were not there permanently, but came only if there was some matter of public interest. The House of Representatives had sought to improve the position and had made

recordings. He reported that television channels used these recordings relatively infrequently. Only one minute during question hour was used amongst the parliamentary debates and, besides, this minute was often taken up with altercations and other incidents. The problem was to know which authority should decide the broadcast of these anecdotal aspects. Another problem was that of recording the interesting points when the television channels were not present. Mr OLLÉ-LAPRUNE recognised that this as a problem in the recording of debates in the French National Assembly: one wanted to film the debate and only the debate, leaving out incidental events.

Mr HONTEBEYRIE (France) noted that in the National Assembly the pictures were prepared subject to a television regime which recorded the whole debate. The Bureau's working group responsible for communications set down the rules setting the conditions in which pictures were taken. No incidents related to debates were excluded. The pictures were shot and retransmitted to the television channels. The rules were laid down and they were noted and respected.

Dr GALAL (Sudan) sought further information on a number of points: the problems arising from Members of Parliament seeking publicity; the role of the Secretary General in setting the Orders of the Day, since it was the Orders of the Day which to some extent influenced the amount of time given to television; what rules there were in multi-party systems in connection with the problem of sharing broadcasting time between the parties; whether there was a special committee or parliamentary groups responsible for publicity; and what body existed to correct errors. Mr OLLÉ-LAPRUNE indicated that in France, the Secretary General had no responsibility for the Orders of the Day in the National Assembly, as was the case in Sudan. As for the sharing of time there was not a strict regime with organised censorship. The distribution of speaking time was under the control of the Bureau or of a group appointed by the Bureau. Generally speaking time was shared in proportion to the size of each parliamentary group. This was a restricted but nevertheless relatively significant speaking time. In no case were decisions taken by the Secretary General, whose role was purely that of executor.

Mr MOUFONDA (Congo) asked how the parliamentary channel was financed where Parliament had its own channel. He wondered whether it would be necessary to allow advertisements and other programmes. He also sought information on the extent of the public audience for a parliamentary channel. Mr OLLÉ-LAPRUNE gave details relating to a parliamentary channel. It was a relatively difficult question since no such channel had yet been established. If such a channel were established in France it would not be financed by advertise-

ments and it would be necessary to find a balance between what can interest and what can inform without however boring the viewers.

Mr FORSBERG (Sweden) sought information on the organisation on the televising system in France. Mr OLLÉ-LAPRUNE indicated that the French system of television was a mixed system with a public and a private sector. In addition to the terrestrial channels, there were a number of cable channels. A number of such channels were now accessible and for the future a possible parliamentary channel on cable could be envisaged. The existence of a parliamentary channel, which had begun in the National Assembly, did not prevent representatives of public and private channels coming to Parliament. The editorial freedom of journalists for these channels was total. In France some channels were open, which made it possible to envisage the establishment of parliamentary channels in due course.

Mrs HUBER (Switzerland) spoke about the free access of television channels to Parliament. There were three national channels in Switzerland which gave a certain amount of broadcast time to parliamentary work. There was an imbalance in regional terms. Mr OLLÉ-LAPRUNE noted the importance of the problem of linguistic differentiation and equality of access to speaking time in the questionnaire.

Mr TRAVERSA (Italy) said that the situation in Italy was comparable to that in France. The Chamber of Deputies had made recordings of debates for two years now. These were made available to anyone who asked for them. A particular situation had arisen with radio concerning Questions. The law on public broadcasting required a channel for television broadcast. The issue was with radio. There existed two schools concerning the transmission of debates: either through journalists, or by direct broadcasting.

Mr NDIAYE (Senegal) said that in his country there was no television present in the Chamber of the National Assembly. State television existed with journalists who were not all of the required quality to report on parliamentary work. There was thus a certain sense of frustration on the part of Members of Parliament. Journalists made a summary of speeches and parliamentary debates were thus seen as limited. This did not give a good impression of the work of Parliament to the wider public. Recently political changes had provoked a certain infatuation with the wider public. The issue was the penetration of parliamentary debate into households, which implied intervention in the normal television broadcasts.

Mr LEE (Republic of Korea) sought further information on access of television to parliamentary debates. On the one hand, democratisation of political life in Korea had encouraged the reappearance of a civil power and

parliamentary life had an increasing importance. On the other hand, a cable system in the larger cities with wide coverage had allowed debates to be opened to the wider public. This broadcasting of parliamentary debates had its effects on the political life itself. It filled an educative function with respect to the public and had positive aspects. Nevertheless, direct broadcasting of debates had led to a number of disappointments. Members of Parliament would be led to modify their attitudes and their objectives. The Korean Parliament was to be broadcast on cable from 1995.

3. Report prepared by Mr Jean-Claude Bécane, Secretary General of the Questure off the Senate off France (adopted at the Istanbul session, April 1996)

Introduction

The aim of the questionnaire sent out was to gather information on three relevant questions:

- the broadcasting on television of proceedings in parliament;
- the recording and production of programmes on such proceedings;
- the establishment of parliamentary broadcasting channels.

If any general observation is to be drawn from these responses,¹ it would be on the *diversity of situations revealed* and on the *complexity of the subject*.

First of all, the number of responses must be noted. In all, there were responses from 35 countries, covering 43 different chambers. This shows the level of interest to which the subject gives rise.

¹ For a tabular presentation of the responses, see Annex - Tables I-IV.

Secondly, the responses are very varied. This reflects the diversity of situations which currently exist and the unequal penetration of television in the parliamentary world.

Finally, the responses show the great complexity of the subject: henceforth, techniques for the broadcasting of pictures must supplement, but not replace, the primacy of the written word. In the face of this new problem, parliaments are all in somewhat the same situation. Clearly, almost all parliamentary assemblies are seeking to develop their relations with the outside world and, in particular, to intensify their efforts to inform the public better on their activities. Hence the predominant importance of television as a means of alerting the public to the work of Parliament.

On the one hand, Parliaments have tended to turn to the audio-visual media for informing the public; on the other, they have sought more and more to establish a privileged direct contact with the public by producing television broadcasts themselves.

The variety and complexity of responses have led me to conclude that it is better to reproduce in its original form the information furnished by the different parliaments without a great deal of comparison or analysis. Besides, the way in which certain questions have been interpreted and the terminology employed (notably in respect of parliaments' rights of access to television and of co-production of programmes) has made it difficult or impossible to draw comparisons between the different assemblies.

While taking care to avoid undue complexity from an excess of detail, this report therefore attempts to give an overall analysis of current practices, leaving to an Annex the detailed descriptions of the situation in each chamber which replied. The conclusions which can be drawn from the responses received are set out point by point with, where necessary, certain comments.

I. The broadcast by television of parliamentary work

It should be noted, on this point, that proceedings in all parliaments can now be recorded and broadcast. In some cases, notably Australia, Brazil, France, Germany, Greece, Iceland, Ireland, Italy, Korea (Rep. of), Spain, United Kingdom, and the USA, recordings are made during sessions by an internal audiovisual service which liaises as necessary with radio and television broadcasting companies. But in all the other countries public and private

television companies are allowed to record and broadcast the proceedings of parliament. In certain assemblies, such as the German Bundestag and the French National Assembly and Senate, both methods of broadcasting proceedings are used.

1.1 Around half the parliamentary assemblies have rules setting out arrangements governing the televised transmission of Parliamentary debates.

However, the rules setting out these arrangements rarely have much to say about the contents of the broadcast. They give rather the main principles: impartiality, accuracy, pluralism, educational objectives, etc.

1.2 Only important political or legislative debates are broadcast live.

Other than where there are parliamentary channels exclusively devoted to the activities of parliament, in almost all countries television covers parliamentary work in the same way: the principal political or legislative debates and important events (opening of sessions, general speeches by the Prime Minister, presentation of the budget, election of the President/Speaker, etc.) are broadcast live.

Full broadcast, live or recorded, of other debates and events is the exception rather than the rule. Usually, recorded extracts are broadcast during news bulletins or current affairs programmes. Three countries, Bulgaria, Egypt and Iceland, are exceptions to this rule: in these countries plenary debates are usually broadcast on television. This is explained — particularly in Bulgaria and Egypt — by the duty placed on television companies to broadcast the work of parliament.

1.3 Brazil, Bulgaria, Egypt, India, Italy and Zimbabwe place obligations on television channels to broadcast all or some parliamentary work.

While this requirement applies daily on the television channels in Bulgaria and Egypt, and thus accounts for the amount of live broadcasting, in the other four countries the obligation is much more limited. In Brazil, it applies only to debates and institutional messages. In Zimbabwe, it applies only to presentation of the budget and speeches by the President, and in India it applies only to Question Time and the programme "Parliament News".

In Italy, a 1975 law obliges public television channels to broadcast, first, certain debates in the Chamber of Deputies chosen by the President/Speaker with the agreement of the parliamentary groups and, secondly, in the Senate, communiqués and official declarations by the President/Speaker.

1.4 Eight countries give their parliament a right to coverage on television channels.

These are Brazil, Bulgaria, Egypt, Greece, India, Italy, Tanzania and Zimbabwe.

In Greece, this right takes the form of a broadcast by state television of the work of the Assembly each Saturday, the particular subjects being chosen by the parties. In Italy, the right technically exists only for the Chamber of Deputies. However, the President of the Senate has the power to request the broadcast, either live or recorded, of a particular sitting. In practice, such requests are always acceded to.

It should be added that in Australia, while there is no explicit right to coverage, the national channel voluntarily allocates a slot for Questions to the Government each day.

2. The recording and production of broadcasts dedicated to the work of Parliament

2.1 Assemblies in 13 countries currently have an internal system for audio-visual recording.

These are the Belgian and Brazilian Senates, the Australian, British, French, German, Greek, Icelandic, Irish, Italian, Spanish and Swedish Parliaments, and the US Congress.

2.1.1 Internal audio-visual recording systems are usually limited to plenary sittings.

However, in the Spanish Congress of Deputies, Australia, Brazil, France, Ireland and the United Kingdom the internal audio-visual recording system also covers meetings of committees. In other countries, they only cover plenary sittings.

In the United States, when committee meetings are recorded, the work is undertaken by television companies.

2.1.2 Recordings made by assemblies are always broadcast on the internal network.

The idea of an internal network needs however to be widely interpreted. Thus in Germany, the audio-visual service is managed by the Bundestag, while the Federal Government information service broadcasts plenary debates on a special network. The parliamentary channel is received in all the buildings of the Bundestag, by federal ministries, and also by certain journalists.

By contrast, where recordings are made by television channels, they are not broadcast on an internal network. Only the Polish Senate and the Parliament of Sri Lanka are an exception to this rule, in that in these countries recordings made by television channels are broadcast on an internal network.

2.1.3 Recordings made by assemblies serve also as video archives, for which the operating conditions vary greatly from one country to another.

With the exception of the Greek and Icelandic Parliaments, all the assemblies which themselves record plenary debates have a video archive. In Greece, the national television channel maintains an archive of the most important debates.

The ways in which parliamentary video archives work vary greatly from one country to another. The video archives are most frequently managed by the communication/information services, by a specialised audio-visual service, or by a documentation or archive service. Cassettes are made available, sometimes to television channels only, sometimes to Members of Parliament only. In other cases, they can be broadcast to outsiders. They are generally sold at cost price, even to Members of Parliament.

On the other hand, when recordings are not made by assemblies themselves but by television channels, establishment of a video archive is the exception. It is the case only in four countries: Austria, Egypt, India and Poland.

2.1.4 No assembly itself makes television programmes.

Even those assemblies which possess an internal audio-visual recording service do not use their recordings to make television programmes themselves. All programmes relating to parliament are thus made by television channels which, in all countries, have total editorial and production independence.

2.2 In all countries, television channels work in the parliamentary buildings and have the use of certain facilities.

2.2.7 *The conditions of access to the buildings are very variable from one country to the other.*

- Access to plenary sittings is generally freely given

In almost all countries, all public and private channels enjoy freedom of access to plenary sittings. However, in Bulgaria, India, Pakistan and Poland, only the public television channel has access. In the same way, in the United Kingdom, only the PARBUL company - owned jointly by the companies and the two Chambers - has free access to the plenary sittings. In Ireland, access is reserved to the television company under contract to Parliament (LHTV).

In the Republic of Korea, television channels will only be authorised in 1995 to intervene to a limited extent, with the Assembly beginning to record its work itself. In the same way, in the USA, television companies cannot come and film debates in plenary sittings with cameras except on rare occasions. Active discussions are currently in hand to increase the frequency of this kind of access.

In Austria, despite the privileged access given to the public channel, private channels can have access to public sittings on demand. In Brazil and Tanzania, access to plenary sittings must be explicitly authorised. In the Spanish Congress of Deputies and in Sri Lanka such access is forbidden.

- Conditions of access to committee meetings are very different from one country to another

Freedom of access is the rule in almost half the countries. As for the plenary sittings, this freedom can sometimes be limited to one company only. Thus, in Ireland and in the United Kingdom, only the LHTV and PARBUL companies have free access to committee meetings. In Brazil, in Egypt, in Pakistan and in Poland, access must be explicitly authorised. In Austria, the Belgian Senate, Finland and Greece, access is forbidden after the beginning of a meeting.

In Australia, the Belgian Chamber of Representatives, in Denmark, in France, in the United States, in Sweden and in Switzerland, freedom of access is given only when the meeting is held in public. When there is a private meeting, access can nevertheless be obtained on a request in Belgium and in France, but only for the opening of the meeting and not for the debate.

Several Assemblies forbid television channels access to committee meetings. This is the case in the Icelandic, Indian, Italian, Sri Lankan and Tanza-

nian parliaments, the German Bundestag, the Dutch First Chamber, the Uruguayan Senate, and - from September 1995 - the Spanish Congress of Deputies.

- The conditions of access to working groups and study groups vary equally greatly, without necessarily following the same rules adopted for meetings of committees

Freedom of access is the rule in about half the countries. However, access is subject to authorisation in the German Bundestag and in Australia, Austria, Belgium, Brazil, Egypt, France, Pakistan, Poland, Sweden, Tanzania, the United Kingdom, the United States, and Uruguay. On the other hand, the German Bundesrat, and the Icelandic, Indian, Indonesian and Spanish Parliaments forbid access to working groups.

- Television channels are authorised to operate in the lobbies etc. in almost all cases

This authorisation can sometimes, as in Denmark, France and Sweden, exclude certain places (Members' reading room, restaurant, etc.) or, as in India and Pakistan, be available to the public television channel only. In the vast majority of cases, it is not however so limited.

Only Ireland and Sri Lanka forbid television channels from operating in the passageways and corridors, but in Ireland this prohibition is tempered by the presence, outside the main building, of sites available for television interviews. In Australia, Austria, the Belgian Chamber of Representatives, Brazil, France, New Zealand, South Africa, the United Kingdom, and the United States, television channels cannot operate in the passages and lobbies except with prior authorisation.

- Any authorisations are generally given by the Secretary General, by the President/Speaker or by the communication service

New Zealand, the United Kingdom and Sweden have however chosen another solution: the first two give the responsibility to the officer responsible for accommodation/house-keeping arrangements and the third to a body equivalent to a Conference of Presidents. As for meetings of committees, authorisation is nearly always given by the Chairman of the relevant committee.

- In die Belgian Senate, the prohibition against media access to committee meetings has been greatly softened; *demandes d'explication* are never in private; some hearings are in public; officials may take photographs and cameramen may film during the first five minutes of meetings; occasionally committees decide to meet in public; television crews may only work in other parts of the Senate with prior authorisation.

2.2.2 A dozen countries make televising equipment available to television companies.

The equipment made available can include cameras (South Africa, Spain), studios (Australia, Denmark, France, Ireland, Israel, Italy, United States), both (Austria), or other installations (relay station at the Belgian Parliament, a low frequency transmitter in India, fibre optic cables in the Spanish Congress of Deputies). In Germany and the United Kingdom, the two Houses make no television equipment available to the television channels, but the major channels have offices and studios adjacent to parliament.

2.2.3 Assemblies which have an audio-visual internal recording system generally make the pictures available to television channels free of charge.

Among the assemblies which have an internal recording system, only the German Bundesrat, the Belgian Senate and the Greek Assembly do not make the pictures available to television channels free of charge. In die other cases (the upper house in Brazil, and the Australian, American, British, French, Icelandic, Irish, Italian, Spanish and Swedish Parliaments) they are made available free of charge automatically and without restriction.

However, in Ireland, Italy and the United Kingdom certain limits are fixed to this: in Ireland broadcasters are required to sign a contract, in the United Kingdom the pictures are reserved to the PARBUL company, and Italy requires an authorisation for use of recordings made by assemblies. The German Bundestag has made pictures available to television channels from September 1995.

2.3 Assemblies which co-produce or co-finance television broadcasts are rare.

Only the Indian and Indonesian Parliaments and the French Senate come in to this category.

3. Parliamentary channels

3.1 Five countries, the United States, the Republic of Korea, India, Denmark and the United Kingdom, have an entirely separate parliamentary channel.

3.1.1 *In the United States, two cable channels are dedicated respectively to the broadcast of the work of the House of Representatives and of the Senate.*

C-SPAN I and C-SPAN II cover all plenary sittings totally and without commentary. Furthermore, they broadcast recordings of committee meetings, press conferences, speeches by leading personalities, and interviews with Members of Congress or the Executive or with journalists, as well as reports on the work of Congress. The two channels do not interrupt their broadcasts during adjournments.

Congress has no production or editorial responsibility but controls the angles of coverage of plenary debates, because it is its cameras which are used. The channels are free to make whatever use of these pictures they wish. As a private company, C-SPAN is entirely financed by the cable industry. The audience of C-SPAN I, which began broadcasting in 1979, is estimated at 61 million viewers while that of C-SPAN II, which began only in 1986, is only 35 million viewers.

3.1.2 *The Republic of Korea established a parliamentary channel in 1995, while that in India was established in 1994.*

In the Republic of Korea, a public cable channel dedicated to uninterrupted broadcast of the most important plenary debates or committee meetings was established in 1995. It is a government agency independent of the Assembly, but partially financed by the latter since only the management fees will be paid out of the state budget.

In India, since August 1994, a channel operated by the government television agency has been dedicated exclusively to live broadcast of debates of the National Assembly (Lok Sabha). In the future, it will also broadcast debates from the Council of States (Rajya Sabha).

3.1.3 *In the United Kingdom the parliamentary channel for the moment covers only plenary debates.*

The British parliamentary channel broadcasts, without commentary, all the sittings of the House of Commons live, with recorded broadcasts of House of

Lords sittings the following day. It also broadcasts committee meetings. The channel is a cable channel which is only receivable in certain localities. It is financed by a levy on the cable operators and receives no specific grant from Parliament.

3.1.4 In Denmark a private cable channel broadcasts all plenary sittings without commentary. The angle of the camera is fixed on the rostrum.

3.2 In Sweden, an experiment is taking place in the Stockholm region.

Since May 1994, the "Open Channel" has broadcast plenary sittings live, in its totality and without commentary, on the Stockholm local cable network. The channel uses the recording made by the Assembly for its own closed circuit system. The area of coverage of the parliamentary channel is in the process of being extended.

3.3 Italy has abandoned a projected parliamentary television channel.

The establishment of a parliamentary radio channel is currently being studied.

3.4 In Belgium, the Senate has provisionally ended recordings made under its own control.

Since December 1992, a private company, in collaboration with the Senate's technical services and using standard television cameras, has recorded important debates, which have then been distributed to the principal Belgian networks. Because of the low profitability of this service, the Belgian Senate has provisionally ended the recordings, taking the view that television will of its own volition come to record debates of interest. Likewise, the Belgian Chamber of Representatives has ended the systematic recording of Question Time; the recordings had been made available free of charge to the television companies, but they were hardly ever used.

3.5 In France, a parliamentary and civic channel is due to be set up shortly

This channel will have a public service, civic, and educational objective, and is intended to be broadcast on cable and by satellite. It will cover initially

the proceedings of the two Houses; but will expand gradually to cover the whole of civic life - local, national and European.

* * *

This brief summary, doubtless somewhat dry and detailed, shows that television is widely spread among parliaments, albeit to different extents in different countries and in different forms. In essence, one question arises. In its development within parliament, will television remain an operation which, like other media forms, is not dependent on parliament? Or will it become an instrument controlled by parliament itself?

These two questions are not mutually exclusive: alongside the traditional types of television channel, whether public or private, might there be the development of parliamentary channels belonging to parliament and responsible only to parliament? For the moment, this question is unanswered.

However it must currently be accepted that overall the public has only a rough or vague idea of the work of parliament; the amount of time devoted to it on television current affairs programmes is, in most countries, limited and often insufficient. As for broadcasts about parliament, these exist in only a minority of countries. A parliamentary channel would allow the image that the media create of assemblies to be corrected, by making available the time necessary to understand debates and in that way to strengthen the participation of citizens in the democratic life.

Annex Table I. Conditions of access for television companies

Country/Chamber	Plenary sittings	Committees/ Working Groups	Lobbies/ passageways	Authorising body for permission to televise
AUSTRALIA Senate & House of Representatives	Unrestricted access for all companies, but only from the signal provided by Parliament's own recording service.	Unrestricted access for committees, but only for public meetings and with the agreement of the committee. By invitation only for other groups.	By special permission.	The Presiding Officers of the 2 Houses.
AUSTRIA	Unrestricted access for the public broadcasting service. By permission, for private companies.	No access to committee once a meeting has begun. By permission for other individual events.	No access, except for interviews at locations agreed in advance.	President of the Assembly for plenary. Chairman of the relevant committee for committee meetings. The Administration in other cases.
BELGIUM Chamber of Representatives	Unrestricted access for all companies, subject to notification of the <i>Service des relations publiques et internationales.</i>	Unrestricted access for meetings open to the public, and by permission of the Chairman for meetings in private. By permission for meetings of other bodies.	By permission.	<i>Service des relations publiques et internationales</i> for routine recordings. President of the Chamber, or Chairman of Committee, for other cases. Conference of Presidents for major set-piece events.
Senate	Unrestricted access for all companies.	No access, since committees and other groups meet in private. However, the Chairman often allows access for the first 5 minutes of a meeting.	Unrestricted access.	President of the Senate. Chairman of relevant committees.

BRAZIL Senate	By prior permission of the President.	By prior permission.	By prior permission.	President of the Senate and, by delegation of powers, the Communication Service.
BULGARIA National Assembly	Unrestricted access for the state broadcasting service.	Unrestricted access.	Unrestricted access.	President of the Assembly; in his absence the Assembly itself, by vote.
DENMARK Folketing	Unrestricted access for all companies.	No access, except for committee hearings taking place in public, subject to the agreement of the Chairman, and for public meetings taking place within parliamentary buildings.	Unrestricted access; though access is forbidden to certain rooms (lecture hall, restaurant).	Members' Services Department. Chairman of Standing Committees.
EGYPT People's Assembly	Unrestricted access.	By permission of the Chairman of the committee or body concerned.	Unrestricted access.	President of the Assembly and, by delegation of powers, the Secretary General.
FINLAND Eduskunta	Unrestricted access for all companies.	Access only to the beginning of committee meetings. Unrestricted access for other bodies.	Unrestricted access.	Information Service.
FRANCE National Assembly	Unrestricted access for all companies.	By prior permission of the Chairman of the committee or body concerned.	Unrestricted access.	Communication Service, under the authority of the Questeurs and the Chairman of the Bureau's communication group.
Senate	Unrestricted access for all companies.	By prior permission of the Chairman of the committee or body concerned.	Unrestricted access.	The Bureau, and - by permanent delegated power - the President of the Senate.

Country/Chamber	Plenary sittings	Committees/ Working Groups	Lobbies/ passageways	Authorising body for permission to televise
FYRoF MACEDONIA	Unrestricted access for all companies.	Unrestricted access.	Unrestricted access.	Accreditation issued by the Information Service.
GERMANY Bundestag	Unrestricted access for all companies.	By prior permission of chairman of the committee or body concerned.	Unrestricted access.	Press Service. Individual parliamentary groups (in respect of their own meetings).
Bundesrat	Unrestricted access for all companies.	No access.	Unrestricted access.	The President of the Assembly, assisted by the Director.
GREECE Chamber of Deputies	Unrestricted access for all companies.	Unrestricted access for general debates on bills in permanent committees; access limited during debates on amendments and in committees of inquiry to the beginnings of meetings and to recordings of personal statements at the end. Unrestricted access for other bodies.	Unrestricted access.	Communication Service, after notification to the President.
ICELAND Althingi	Unrestricted access for all companies.	No access.	Unrestricted access.	President of the Assembly; in his absence, the Secretary General.

INDIA Lok Sabha & Rajya Sabha	Unrestricted access for the state broadcasting service (Doordarshan).	No access.	Unrestricted access for Doordarshan, but only for certain debates.	Presiding Officers, Chairman or Vice-Chairman. For major political debates in the Rajya Sabha, special approval is given by Business Advisory Committee and by the Chairman of the Rajya Sabha.
INDONESIA	Unrestricted access for all companies.	Unrestricted access except for meetings of groups taking place in private.	Unrestricted access.	Not necessary.
IRELAND Senate & Dáil	Unrestricted access for LHTV (a private company under contract which transmits the signals directly to the public broadcasting company). Other companies have access to the signals after permission by Parliament's Broadcasting Unit.	Unrestricted access for LHTV.	No access, but an area outside the main parliamentary building is available for television interviews.	Broadcasting Unit.
ISRAEL Knesset	Unrestricted access for all companies.	Unrestricted access.	Unrestricted access.	President of the Assembly.
ITALY Chamber of Deputies	Unrestricted access for re-broadcasting of recordings of important parts of sittings. By prior permission of the President for live broadcasts.	No access for committees. Unrestricted access for other bodies.	Unrestricted access.	The Bureaux, according to the directions of the political bodies. President of the Chamber, for live broadcasts.

Country/Chamber	Plenary sittings	Committees/ Working Groups	Lobbies/ passageways	Authorising body for permission to televise
ITALY (<i>contil</i>) Senate	Unrestricted access for re-broadcasting of recordings. By prior permission of the President for live broadcasts.	No access for committees. By permission of the organisers for other bodies.	Unrestricted access to certain parts of the building.	President of the Senate for live broadcasts.
KOREA (Rep of.)	Unrestricted access for all companies.	Unrestricted access.	Unrestricted access.	Public Information Bureau.
NETHERLANDS First Chamber	Unrestricted access for all companies.	No access for committees. Unrestricted access for other bodies.	Unrestricted access.	Head of the Department of Public Address.
Second Chamber	Unrestricted access for all companies.	Unrestricted access for public meetings of committees. No access for other bodies.	Unrestricted access to certain parts of the building.	Head of the Communication Service.
NEW ZEALAND House of Representatives	Unrestricted access for all companies.	Unrestricted access.	By prior permission of the President of the Assembly.	Serjeant-at-Arms, though no formal authorisation is required.
PAKISTAN	By permission, for the state broadcasting company.	By permission, for the state broadcasting company.	By permission, for the state broadcasting company.	President of the Assembly.
PHILIPPINES Senate	Unrestricted access for all companies.	Unrestricted access	Unrestricted access.	Secretary of the Senate's Office.

POLAND Senate	Unrestricted access for all companies.	By permission of the Chairman of the committee or body concerned.	Unrestricted access.	Chairman of the relevant committee. For special events, the Head of the body or service involved.
SLOVENIA	Unrestricted access.	Unrestricted access.	Unrestricted access.	No authorisation necessary.
SOUTH AFRICA Parliament	Unrestricted access for all companies.	Unrestricted access.	By special permission.	Secretary General's Office.
SPAIN Congress of Deputies	No access.	No access to committees, from September 1995. No access for other bodies other than, exceptionally, certain seminars.	Unrestricted access for reporting and for interviews.	Press Secretary.
Senate	Unrestricted access for all companies.	Unrestricted access to committee meetings. No access to meetings of other bodies.	Unrestricted access.	No authorisation necessary, only a pass issued by the Press Service.
SRI LANKA	No access.	No access for committees. Unrestricted access for other bodies.	No access.	Secretary General, with the assent of the President of the Assembly.

Country/Chamber	Plenary sittings	Committees/ Working Groups	Lobbies/ passageways	Authorising body for permission to televise
SWEDEN Riksdag	Unrestricted access for all companies. subject to agreement of the Speaker's Conference*.	No access for committees, which in general meet in private, except where a decision to sit in public has been taken. By permission of the body concerned, for other meetings.	Unrestricted access, though with the permission of the Speaker or the Secretary General in certain locations (e.g. restaurant).	Speaker's Conference*.
SWITZERLAND National Council Council of States	Unrestricted access for all companies.	No access for committee meetings, except for public hearings of interest groups and experts.	Unrestricted access.	The Presidents of the 2 Houses for plenary sessions; otherwise the Secretary General (e.g. for other parts of the building).
TANZANIA	By permission.	No access for committees. By permission for other bodies.	Unrestricted access.	President of Parliament.
UK House of Lords & Commons	Unrestricted access for PARBUL (Parliamentary Broadcasting Unit Ltd) owned by the main television companies and run jointly by the two Houses and the main television companies.	Unrestricted access for PARBUL for meetings of committees. By permission for other bodies.	By special permission only.	Serjeant-at-Arms (Commons) Black Rod (Head of Security) (Lords).

USA Congress	Unrestricted access for all companies.	Unrestricted access except where a meeting is taking place in private for reasons of (a) national security (b) interference with a legal proceeding or (c) for protection of an individual's reputation. Coverage of other events such as Conferences**, task forces or party caucuses is not universal and is decided on a case by case basis on receipt of a request.	Access by prior permission to film at a specified place. Wider unrestricted access to a specified place for coverage of major events such as the opening of a session or the President's State of the Union address.	Speaker of the House of Representatives; Rules Committee of the Senate, for plenary sittings. Authorization for coverage of committees rests with the committees themselves.
URUGUAY Senate	Unrestricted access for all companies.	Unrestricted access for committees. By permission for other bodies.	Unrestricted access.	President or Secretary General.
ZIMBABWE	Unrestricted access for all companies.	Unrestricted access.	Unrestricted access.	Secretary General of Parliament or the Information Service.

* Body comprising the President, 3 Vice-Presidents, a representative of each political group, the Presidents of the permanent Committees, and the Vice-President of the Bureau.

** Joint committees responsible for finding a common position between the two Chambers.

Annex Table II. Television broadcasts off the work off Parliament

Country/ Chamber	Rules governing broadcasts	Proceedings broadcast	Legal or other obligations on television companies to broadcast	Right of expression on television	Programmes produced by the Assembly	Audiovisual equipment made available
AUSTRALIA Senate & House of Representatives	1946 Act on Broadcast of Parliamentary debates, rules of the two Houses, and, since October 1994, editorial principles on the broadcast of parliamentary work adopted by the two Houses. Broadcasts must: offer full and accurate reporting of sittings; be impartial; omit withdrawn passages from speeches. Broadcast extracts must not: be used for party publicity or electoral campaigns; for satirical purposes; for commercial sponsorship or publicity.	Plenary sittings and parts of committee hearings, live or recorded. Only Government question time is regularly broadcast live or recorded. Major events such as the opening of Parliament and the budget debate are broadcast live on the national channels.	No.	No. However, the national broadcasting company, on its own initiative, makes time available for Government question time. Parliament pays for the cost of production, the broadcaster for the cost of transmission.	No.	The audiovisual service provides the pictures from plenary sittings and committee hearings for live broadcast. Each channel has an office with a television studio within the parliamentary building.

AUSTRIA	Rules of the House.	<i>Exceptionally:</i> broadcast of plenary debates. Live broadcast of the most important debates.	No.	No.	No.	Three cameras are installed in the plenary chamber of the National Council - two movable cameras located on the responsibility of the national television channel (ORF) and one fixed camera under the responsibility of the Assembly. A studio under the responsibility of ORF.
BELGIUM Chamber of Representatives	There is a set of Rules applying to the media in general.	<i>Regularly:</i> plenary sittings and committee meetings in public. <i>Occasionally:</i> distinguished visitors, committees of inquiry, "seminars, ceremonial occasions." <i>Exceptionally:</i> full live broadcast of plenary debates (debates are never broadcast in full when they are not live).	No.	No.	No.	None.

Country/ Chamber	Rules governing broadcasts	Proceedings broadcast	Legal or other obligations on television companies to broadcast	Right of expression on television	Programmes produced by the Assembly	Audiovisual equipment made available
BELGIUM <i>(conld)</i> Senate	No particular rules.	<i>Regularly:</i> plenary sittings, committee proceedings and ceremonial events. <i>Exceptionally:</i> live broadcast of plenary debates.	No.	No.	No.	Relay station.
BRAZIL Senate	Internal rules.	<i>Occasionally:</i> plenary debates and committees of inquiry. <i>Exceptionally:</i> live broadcasts of plenary debates (rarely, full broadcasts of de- bates). Broad- casts are usually from recordings rather than live.	Yes, for debates or institutional messages.	Yes.	No.	None.
BULGARIA National Assembly	Provisions under the rules of the House applicable for each legislature.	<i>Regularly:</i> plenary debates. Live broadcast of the more important debates and recorded broadcasts for	The national television channel must cover each sitting parliamentary day. The choice of debates for	Yes, on the national channel.	-	None.

		other debates in the form of a daily summary of parliamentary work produced by the national television channel.	broadcast rests with the President of the Assembly.			
DENMARK Folketing	Certain general provisions relating to order.	<i>Regularly:</i> plenary debates covered by the two national channels. Generally, these are recorded extracts. <i>Exceptionally:</i> full broadcasts, either live or recorded.	No.	No.	No.	A broadcasting studio belonging to the two national channels.
EGYPT People's Assembly	Article 59 of the Rules.	Plenary sittings, committee meetings. Near-full broadcast of plenary debates.	Yes. A specified time is required to be devoted to broadcasts of the sittings of the Assembly.	Yes.	No.	None.
FINLAND Eduskunta	None.	<i>Regularly:</i> reports on plenary sittings and live broadcast of the most interesting sittings.	No.	No.	No.	None.

Country/ Chamber	Rules governing broadcasts	Proceedings broadcast	Legal or other obligations on television companies to broadcast	Right of expression on television	Programmes produced by the Assembly	Audiovisual equipment made available
FRANCE National Assembly	None.	<i>Regularly:</i> live broadcast of debates on revision of the Constitution in the Congress of Parliament, debates engaging the responsibility of the Government or motions of censure, and weekly Question Time to the Government. <i>Occasionally:</i> recorded transmission of other debates, during news programmes.	None. However, tradition and the public service mission of the public channels allow the President of the Assembly to request live broadcast of certain debates when the TV channels themselves have not asked for it, which is usually the case.	No.	No. ^	Recording studio and sound systems.
Senate	None.	<i>Regularly:</i> Government Question Time. <i>Occasionally:</i> live broadcast of all or part of particularly important debates, often at the request of the President	The obligations of the public channels include the broadcasting of the main parliamentary debates. In practice only Questions to the Government are	No.	No.	Interviewing and recording studio and sound systems.

		of the Senate. <i>Exceptionally:</i> full or partial recorded or live transmission of legislative debates.	regularly broadcast.			
FY of MACEDONIA	None.	<i>Regularly:</i> plenary sittings, committee meetings and other working bodies. Full live broadcast of plenary sittings. Recorded broadcast of committee hearings.	No.	No.	No.	None.
GERMANY Bundestag	None.	<i>Regularly:</i> plenary sittings. <i>Exceptionally:</i> full live broadcast of debates.	No.	No.	No.	None.
Bundesrat	None.	In debates of general interest. <i>Exceptionally:</i> partial live broadcasts of plenary debates.	No.	No.	No.	None.

Country/ Chamber	Rules governing broadcasts	Proceedings broadcast	Legal or other obligations on television companies to broadcast	Right of expression on television	Programmes produced by the Assembly	Audiovisual equipment made available
GREECE Chamber of Deputies	None.	Plenary sittings, congresses, meetings of parliamentary groups. <i>Regularly:</i> ple- nary debates; full live broadcasts of important de- bates. Otherwise, recorded broad- casts, either in full or extracts.	No.	Yes. Programme broadcasts each Saturday on state television on the work of the Assembly. Choice of the subjects rests with the parties.	-	None.
ICELAND Althingi	Rules of the Assembly.	<i>Regularly:</i> open- ing of the session, the Prime Minis- ter's speech on general policy and the ensuing debate, and gen- eral debates on government poli- cy at the end of each session. There is full broadcast of the plenary at the beginning of each sitting until 1645 hrs. If the sitting goes beyond this	No.	No.	No.	None.

		time, debates are recorded and broadcast the next day before midday.				
INDIA Lok Sabha & Rajya Sabha	Certain guidelines governing camera coverage.	Live broadcast of speeches to Parliament by the President, of the presentation of the budget and the railway budget. <i>Regularly:</i> Question hour and the more important debates. Full broadcast of debates from the Lok Sabha since 25th August 1994 by the Government television agency (Doordashan). There are plans for this to be extended to debates of the Rajya Sabha.	Yes. The Government agency Doordashan must broadcast question hour and the programme "Parliamentary information".	Yes.	No.	Low frequency transmitter for broadcast of debates.

Country/ Chamber	Rules governing broadcasts	Proceedings broadcast	Legal or other obligations on television companies to broadcast	Right of expression on television	Programmes produced by the Assembly	Audiovisual equipment made available
INDONESIA	None.	<p><i>Regularly:</i> plenary sittings, committee meetings, meetings of the committee for inter- parliamentary cooperation, and the meetings chaired by the parliamentary majority leader. Recorded broadcasts of extracts of plenary debates.</p> <p><i>Exceptionally:</i> live broadcast of speeches from the President of the Republic, and for presentation of the budget and for the commemoration of the independence of the Republic of Indonesia.</p>	No.	No.	No.	None.

IRELAND Senate & Dáil	The rules of the two Houses (particularly, in respect of pluralism).	<i>Regularly:</i> extracts of plenary sittings or committee meetings. <i>Occasionally:</i> major events such as the budget debate, messages to Parliament from the President.	No.	No.	No.	Installations made available to the national television channel (RTE).
ISRAEL Knesset	None.	Plenary sittings, committee meetings, group meetings, visiting dignitaries, and seminars. There are regular broadcasts of extracts from plenary debates.	No.	No.	No.	Two television studios.
ITALY Chamber of Deputies	Rules of the House.	<i>Regularly:</i> confidence motions, opening sittings, elections for the President of the Assembly. <i>Occasionally:</i> broadcasts of important political legislative debates on request from the President of the Assembly.	Yes. (Article 22 of Law 103 of 14/4/1975.) The choice of debates rests with the President of the Assembly, with the consent of the Parliamentary group.	Yes, for full live broadcast of debates.	No.	Studio made available for the sole use of the national television channels.

Country/ Chamber	Rules governing broadcasts	Proceedings broadcast	Legal or other obligations on television companies to broadcast	Right of expression on television	Programmes produced by the Assembly	Audiovisual equipment made available
ITALY Chamber of Deputies (could)		<i>Exceptionally:</i> live full or re- corded broadcasts of debates.				
Senate	None.	Broadcast of sit- tings of particular importance. <i>Occasionally:</i> full or partial broadcast of de- bates, live or re- corded.	Law of 14/4/1975 imposes a duty on the public tele- vision channel to broadcast state- ments and official declarations from the President of the Senate.	No, but the Presi- dent of the Senate can request live or recorded broadcast of a sitting. This re- quest is always accepted.	No.	Technical studio.
KOREA (Rep of.) National Assembly	Yes.	<i>Occasionally:</i> recorded broad- casts of plenary debates and other important pro- ceedings taking place in public.	No.	No.	No.	None.
NETHERLANDS First Chamber	None.	<i>Occasionally:</i> partial broadcast of plenary debates.	No.	No.	No.	None.
Second Chamber	None.					

NEW ZEALAND House of Representatives	Rules relating to the recording of the work of the House, setting down in particular the rules governing camera angles and added material on screen such as graphics.	Regular recorded extracts of plenary debates, though these are broadcast only occasionally (except for the opening session and for the presentation of the budget).	No.	No.	No.	None.
PAKISTAN	None.	Debates and important events. <i>Exceptionally:</i> live or recorded broadcast of important speeches.	No.	No.	No.	None.
PHILIPPINES Senate	None.	<i>Regularly:</i> recorded broadcast of plenary debates, important events, or committee work. <i>Exceptionally:</i> full or partial live broadcast of plenary debates.	No.	No.	No.	None.
POLAND Senate	The Rules of the Senate state that the openness of Senate sessions is guaranteed in particular by free access for television.	<i>Regularly:</i> recorded broadcasts of extracts of plenary debates. <i>Exceptionally:</i> live broadcast of the most important debates.	No.	No. However, the law of 1992 on radio and television broadcasting provides explicitly for "Direct expression of the highest bodies of the State".	No.	None.

Country/ Chamber	Rules governing broadcasts	Proceedings broadcast	Legal or other obligations on television companies to broadcast	Right of expression on television	Programmes produced by the Assembly	Audiovisual equipment made available
SLOVENIA	None.	All proceedings.	No.	No.	No.	None.
SOUTH AFRICA Parliament	Must respect each House's rules.	<i>Regularly:</i> live broadcast of the annual opening of the session, certain important debates (such as the presentation on the Finance Bill), and addresses in public by foreign visitors. <i>Occasionally:</i> recorded broadcast of other debates during news bulletins.	No.	No.	No.	Parliament pro- vides and main- tains five BETA cameras in the National Assem- bly and three in the Senate for live and record- ed broadcasts. These cameras are linked to the studio and con- trol room of the South African Broadcasting Corporation for live or recorded broadcasts. Broadcasting is operated by remote control from these studios.
SPAIN Congress of Deputies	None.	<i>Regularly:</i> broad- cast of meetings of legislative committees and committees of inquiry.	No.	No.	No.	Each channel pos- sesses an office for recording and broadcasting equipment using their own network

		<i>Occasionally:</i> full live broadcasts of plenary.				from the signal provided by the Congress.
Senate	None.	<i>Regularly:</i> broadcasts of debates on the state of the autonomous regions. <i>Occasionally:</i> broadcasts of recorded extracts from plenary debates or committee sessions.	No.	No.	No.	The state television company has a network of cameras linked by control screens in the Press area which is equipped with a transmitter.
SRI LANKA	None.	<i>Occasionally:</i> major formal proceedings of the session and the speech presenting the budget.	No.	No.	No.	None.
SWEDEN Riksdag	None.	Regular live broadcast of debates between party leaders on political or economic matters. <i>Occasionally:</i> live broadcast of important debates and the ceremony of the opening of Parliament. <i>Regularly:</i> recorded extracts broadcast of debates in the daily news bulletins.	No.	No.	No.	None.

Country/ Chamber	Rules governing broadcasts	Proceedings broadcast	Legal or other obligations on television companies to broadcast	Right of expression on television	Programmes produced by the Assembly	Audiovisual equipment made available
SWITZERLAND National Council Council of States	Article 56 of the Rules of the National Council and Article 46 of the Rules of the Council of States. Broadcasts must contribute to civic education and information. Programmes must present events faithfully and accurately reflect the diversity of opinion.	<i>Regularly:</i> elections to the Federal Council (Government) and extracts from debates for news programmes. <i>Exceptionally:</i> live broadcast of the opening of certain important debates. At the same time, programmes about Parliament are broadcast in the different regions. Production and editorial independence for these programmes is total.	No.	No.	No.	None.
TANZANIA	None.	<i>Exceptionally:</i> plenary debates	No.	No.	No.	None.
UK House of Lords & Commons	Rules of the two Houses.	<i>Regularly:</i> live or recorded broadcasts of plenary sittings on the television channels.	No.	No.	No.	None. The principal television channels have offices and studios very

		<p>Daily live broadcast of the work of the House of Commons and recorded broadcast on the work of the House of Lords on a cable channel "The Parliamentary Channel".</p> <p>In addition, live broadcast three times a week of sittings in the Commons on terrestrial and satellite channels.</p>				close to Parliament.
USA Congress	Rules of each House.	<p><i>Regularly:</i> full live debates of plenary sittings; proceedings in committees (usually from recordings).</p> <p>Extracts from plenary debates are regularly broadcast from recordings.</p>	No.	No.	No.	Studio space within the Press area.
URUGUAY Senate	None.	<p><i>Exceptionally:</i> live or recorded extracts from plenary debates.</p>	No.	No.	No.	None.

Country/ Chamber	Rules governing broadcasts	Proceedings broadcast	Legal or other obligations on television companies to broadcast	Right of expression on television	Programmes produced by the Assembly	Audiovisual equipment made available
ZIMBABWE	None.	<i>Regularly, opening of the Parliamentary session; addresses from the President of the State; presentation of the Finance Bill. Full live transmission of the presentation of the Finance Bill and the Presidential address to Parliament.</i>	Yes, for the budget presentation and Presidential address.	Yes.	No.	None.

Annex Table III. Recording off the work off Parliament

Country/Chamber	Internal recording system	Production	Broadcasts of recordings produced by the Assembly	Video archives	Co-production of programmes on Parliament
AUSTRALIA Senate & House of Representatives	Eight remote control cameras in each chamber. Three or four cameras cover each committee as needed.	By a small professional television crew employed directly by the Sound and Vision Office of the Department of the Parliamentary Reporting Staff.	On an internal network and made available continuously and freely to all outside channels both national and foreign. The pictures are not greatly used by outside television channels.	Full archiving of plenary debates. Managed by the Sound and Vision Office. The media are supplied with a live signal; Members of Parliament and outside persons can obtain cassettes at cost price.	No.
AUSTRIA	None.	By the television channels which have editorial and production independence.	—	Full archiving of recorded pictures. Videocassettes made available to Members as requested. Video cassettes of meetings of the National Council are made available to the public after four years, through the Austrian "phonothèque".	No.

Country/Chamber	Internal recording system	Production	Broadcasts of recordings produced by the Assembly	Video archives	Co-production of programmes on Parliament
BELGIUM Chamber of Representatives	None.	-	-	Experimental archiving was abandoned a few years ago. Subject to financial conditions, the Chamber of Representatives can obtain cassettes recorded by the Flemish public	No.
Senate	A fixed camera UMATIC for plenary debates.	By the Senate or by the television channels.	On an internal network.	Full archiving of pictures. Managed by the Archives Service. Videocassettes made available only to the television channels.	No.
BRAZIL Senate	For plenary debates and committee meetings.	By the Senate or by the television channels.	On an internal network and, rarely, by the television channels. Pictures are made available freely.	Full archiving of pictures. Managed by the technical secretariat (for recordings), the documentation secretariat (archiving and management), the communication secretariat (for broadcasting, etc.). Videocassettes are made available on	No.

				request and on the authority of the Presidency.	
BULGARIA National Assembly	None.	By the national channel.	-	-	None.
DENMARK Folketing	None.	By the television channels.	-	No.	Yes. Editorial and production independence for the television company. No funding by the Assembly.
EGYPT People's Assembly	No.	By the television channels.	-	Yes.	No.
FINLAND Eduskunta	None.	By the television channels which have complete production and editorial independence.	-	No.	No.

Country/Chamber	Internal recording system	Production	Broadcasts of recordings produced by the Assembly	Video archives	Co-production of programmes on Parliament
FRANCE National Assembly	For plenary debates and public meetings of committees.	By the Assembly and by television channels which have editorial and production independence.	On an internal network and made available permanently and free of charge to the five national channels (public and private) and to a transmission point from which foreign or cable companies can access it.	Full archiving of recorded pictures, managed by the Archives Service. Videocassettes are made available to Members (who are charged for the equipment used) and to television companies free on demand. Use is totally unrestricted except for a prohibition on their use in humorous or satirical programmes.	No.
Senate	For plenary debates and public meetings of committees. Also for interviews and debates.	By the Senate and by television channels which have editorial and production independence.	On an internal network and made available permanently to all television channels (public, private, cable, foreign) through a transmission access point.	Full archiving of recorded pictures, managed by the Archives Service. Videocassettes are made available to Members (who are charged for the equipment used) and to television companies free on demand. Use is totally unrestricted except for a prohibition on their use in	Co-production, with a public channel, of a 10-minute weekly magazine programme on the work of the Senate.

				humorous or satirical programmes. Their use for commercial purposes is forbidden without the specific permission of the President of the Senate.	
FYRof MACEDONIA	None.	By the television companies.	-	No.	No.
GERMANY Bundestag	For plenary debates but not for committee work.	By the Assembly and the television channels which have editorial and production independence.	On an internal network and made available for television channels from September 1995.	Complete archiving of plenary debates. Managed by the parliamentary archives service. Cassettes made available to Members against payment for materials. The financial conditions for access by other users are currently under discussion.	

Country/Chamber	Internal recording system	Production	Broadcasts of recordings produced by the Assembly	Video archives	Co-production of programmes on Parliament
GERMANY Bundesrat	For plenary debates but not for committee work.	By the Assembly and the television channels which have editorial and production independence.	On an internal network. In addition, the Bundestag and the Bundespresseamt (government information service) transmits plenary debates and reports on parliamentary work on two channels. The area covered by this network is very limited: the Bundestag buildings, government information service, the press etc.	Full archiving of debates. Managed by the information and documentation service.	No.
GREECE Chamber of Deputies	For plenary debates.	By the television channels which have editorial and production independence.	On an internal network.	No, but the state television company archives cassettes of the most important debates.	No.
ICELAND Althingi	For plenary debates.	By the Assembly on decision of the Secretariat or the state broadcasting company.	May be used by the television companies. An internal network is in the process of being established.	No.	No.

INDIA Lok Sabha & Rajya Sabha	None.	By the Government agency Doordarshan. Editorial and production independence within the limits of the rules laid down.	-	Full archiving of plenary debates. Managed by the Lobby Office. Videocassettes are made available only to the Member of Parliament concerned and for his/her private usage.	Yes. Programmes are produced by the Rajya Sabha and Doordarshan. The subjects are selected on the basis of requests from the Speaker and the political groups. Financed by the public budget.
INDONESIA	None.	By the television companies.	-	No.	No. However, television channels freely devote two programmes to the Assembly: - a monthly programme on the public channel TVRI; - a weekly programme on the private channel SCTV, devoted to Members of Parliament. Programmes are produced by the television companies but co-financed by the Assembly.

Country/Chamber	Internal recording system	Production	Broadcasts of recordings produced by the Assembly	Video archives	Co-production of programmes on Parliament
IRELAND Senate & Dáil	For plenary debates and committee meetings.	By the licensed company LHTV. By the television channels which possess editorial and production independence for their own programmes, subject to a control exercise by the Broadcasting Control Committee (a joint body of both Houses), and to adherence to the Rules laid down by Parliament (objective and impartial presentation, respect for pluralism).	Simultaneously on an internal network and on the commercial television network. Debates are available to broadcasters subject to a commercial contract.	Full archiving of plenary debates. Managed by Parliament's Broadcasting Unit. Videocassettes are made available to Members of Parliament and others for a charge. Their use is subject to Rules of Access to the Archives.	No.
ISRAEL Knesset	None.	By the television companies which have editorial and production independence.	—	No.	No.
ITALY Chamber of Deputies	For plenary debates.	By the Chamber. The television channels cannot record plenary debates in their entirety.	On an internal network. May be used by television companies on decision of the President.	Full archiving of pictures. Managed by a division of the Secretariat General. Videocassettes are	No.

			The pictures are made available free of charge.	made available only to Members of Parliament and to television companies on request.	
Senate	Video recording of the more important debates and occasionally committee meetings (on request of the committees concerned).	By the Senate.	Pictures may be used by the television companies. They are offered free of charge to broadcasters on request (national and foreign channels).	Archiving of recorded pictures. Managed by the Administration and Heritage service. Videocassettes may not be distributed for private purposes.	No.
KOREA (Rep of.)	Audiovisual recording since 1995, both for plenary meetings and for committee meetings.	Since 1995, by the Assembly.	On an internal network and on the television channels since 1995 (terrestrial and cable). The picture signals are made available freely to broadcasters. They are also accessible by cable channels and foreign television companies.	Yes from 1995. Full archiving of debates. Managed by the Public Information Office.	No.
NETHERLANDS First Chamber	Plenary meetings simultaneously, by a fixed camera on a internal network.	By the television companies.	-	No.	Occasionally, at the ceremony of the opening of Parliament.

Country/Chamber	Internal recording system	Production	Broadcasts of recordings produced by the Assembly	Video archives	Co-production of programmes on Parliament
NETHERLANDS (<i>conld</i>) Second Chamber	Plenary meetings simultaneously, by a fixed camera on an internal network.	By the television companies.	On an internal network (see "Internal recording system").	No.	Occasionally, at the ceremony of the opening of Parliament, election day, and special programmes on the parliamentary system. No funding by Second Chamber.
NEW ZEALAND House of Representatives	None.	By the television companies.	-	No.	No.
PAKISTAN	Planned both for plenary debates and committee proceedings.	By the television channels which possess editorial and production independence.	-	No.	No.
PHILIPPINES Senate	No.	By the television channels which possess total editorial and production independence.	-	No.	No.
POLAND Senate	No.	By a TV recording van for plenary debates and by the public television channels which have	No.	Full archiving of plenary debates. Managed by the Library department. Videocassettes are	No.

		editorial and production independence. Recordings made by the TV recording van are broadcast on the internal Senate network.		made available to Members, and to private individuals on request within the archiving rules.	
SLOVENIA	None.	By the television companies which have editorial independence.	-	No.	No.
SOUTH AFRICA Parliament	None.	By the television channels which have editorial and production independence.	-	No. However, recordings made by the SABC are available on demand.	No.
SPAIN Congress of Deputies	Yes, for plenary sessions. Also for committee meetings from September 1995.	By the audiovisual service of the Congress.	On the internal network and pictures made available continuously and freely to external and foreign television channels.	Full archiving of plenary debates. Videocassettes are prepared by the press office for the current legislature following which they are transmitted to the Archives Department. Videocassettes made available to Members of Parliament only.	No.

Country/Chamber	Internal recording system	Production	Broadcasts of recordings produced by the Assembly	Video archives	Co-production of programmes on Parliament
SPAIN (<i>conld</i>) Senate	Yes, for plenary sittings.	By the audiovisual service of the Senate. By the television channels.	On an internal network and made available to the television channels. However, the channels record their own pictures and do not use those prepared by the Senate.	Full archiving of plenary debates. Videocassettes are managed by the audiovisual service until the next elections following which they are transmitted to the House archives. Videocassettes are made available to Members for a charge, and to outside persons on request from the research and documentation service.	No.
SRI LANKA	None.	By the television companies. The recordings made are broadcast on the internal network and can be used by television companies on request.	None.	No.	No.
SWEDEN Riksdag	For plenary debates.	By the Riksdag for recordings of plenary debates for the internal broadcasting	On the internal network. Television companies may use	Full archiving of debates. Managed by the library of the	No.

		<p>network. By the television companies for proceedings that they wish to cover.</p>	<p>the pictures. The pictures are made available by virtue of a link established between Parliament and the central Stockholm radio television broadcaster. Since May 1994, the Discovery Channel has broadcast plenary debates on the local Stockholm cable network. Debates are broadcast live and whole without commentary. This channel uses the pictures produced by the Riksdag for its internal network. There are plans to extend the zone of coverage. A programme on parliamentary work produced by the Riksdag has been broadcast at regular intervals since Autumn 1994.</p> <p>The pictures produced by the Riksdag are made available free of charge, including to</p>	<p>Riksdag which is responsible for the Parliamentary archives. Videocassettes are available at low price to Members of Parliament and television companies as well as others.</p>	
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Country/Chamber	Internal recording system	Production	Broadcasts of recordings produced by the Assembly	Video archives	Co-production of programmes on Parliament
SWEDEN Riksdag (Conld)			cable companies. Foreign channels are allowed to take the pictures under terms agreed between them and the relevant broadcasting company.		
SWITZERLAND National Council Council of States	None.	By the Swiss radio and television company (SSR) which has complete editorial and production independence.	On an internal network in the Assembly and on the broadcasting network.	No.	No.
TANZANIA	None.	By the television companies.	-	No.	No.
UK House of Lords & Commons	For plenary sittings and committee meetings.	By the private television company in which the two Houses and the major television chains are shareholders: PARBUL. By the television channels who are free to follow their own editorial policy.	Shareholder broadcasters in PARBUL may use the pictures generated in their programmes free of charge. For cable and foreign channels, permission and a financial contribution are required.	Full archiving of pictures. Managed by the Director of Parliamentary Broadcasting under the authority of the Broadcasting Committees of the two Houses. Videocassettes are made available to television companies, to Members of Par-	No.

				liament for payment and to outside persons within the rules laid down by the Broadcasting Committee.	
USA Congress	The House of Representatives and the Senate have their own cameras for recording plenary debates. Coverage of committee meetings on the other hand is undertaken by the private television companies.	By the House of Representatives and the Senate. Occasionally, private television companies are permitted to record plenary debates with their own cameras. In covering committee proceedings, television companies have full editorial and production independence. On the other hand, they do not control the live images of plenary debates which they receive in the House and the Senate.	On an internal Capitol cable network for Members of Congress. Recordings of plenary sittings are offered free to all interested broadcasters, including cable and foreign channels. Plenary debates in the two Houses are broadcast live without commentary on a cable channel (C-SPAN)* and broadcast with commentary and in extract form by the principal private networks. The amount of such coverage depends entirely on the free choice of the broadcasters.	Full archiving of plenary debates. Committee proceedings are not archived. Available from the Recording Studio of the relevant House, for 60 days after the debate in the House of Representatives and for 30 days in the Senate. After these periods, the recordings of plenary sittings in the two Chambers are archived by the Library of Congress and made available to whoever wishes to view them or to buy them on video, at cost price. Only Members of Congress can buy cassettes from the recording studios of the two Houses.	No.

* Cable Satellite Public Affairs Network: a cable and satellite channel devoted to public matters.

Country/Chamber	Internal recording system	Production	Broadcasts of recordings produced by the Assembly	Video archives	Co-production of programmes on Parliament
URUGUAY Senate	None.	By the television companies.	-	No.	No.
ZIMBABWE	None.	By the Zimbabwe television company.	-	No.	No.

IV. Existence of a parliamentary channel

Country/ Chamber	Number of channels	Status	Partners	Financing	Programmes	Broadcasting rules
AUSTRALIA Senate & House of Representatives	None.	-	-	-	-	-
AUSTRIA	None.	-	-	-	-	-
BELGIUM Chamber of Representatives	None.	-	-	-	-	-
BRAZIL Senate	None.	-	-	-	-	-
BULGARIA National Assembly	None.	-	-	-	-	-
DENMARK Folketing	None.	-	-	-	-	-
EGYPT People's Assembly	None.	-	-	-	-	-
FINLAND Eduskunta	None.	-	-	-	-	-

Country/ Chamber	Number of channels	Status	Partners	Financing	Programmes	Broadcasting rules
FRANCE National Assembly	"National Assembly Channel" on the cable network.	-	None.	Production and organisation of broadcasts and administration costs are carried on the Assem- bly's budget.	Full broadcast without commen- tary of all plenary sittings, either live or recorded. Full broadcast, live or direct, of certain commit- tees of inquiry, the Parliamentary Office of Evalua- tion of Scientific and Technologi- cal Options, and the <i>Delegation</i> for the European Union, on author- isation from the Chairman.	The rules are fixed by the Bu- reau of the As- sembly, and the Communication Service is res- ponsible for ensuring they are adhered to.
Senate	A parliamentary and civic channel is currently under discussion with the National As- sembly.					
FYRoF MACEDONIA	None.	-	-	-	-	-
GERMANY Bundestag and Bundesrat	None.	-	-	-	-	-

GREECE Chamber of Deputies	None.	-	-	-	-	-
ICELAND Althingi	None.	-	-	-	-	-
INDIA Lok Sabha & Rajya Sabha	A channel of the Government agency Doordar- shan since 25 August 1994.	-	-	-	Live broadcast of debates in the - Lok Sabha. Planned exten- sion to include debates in the Rajya Sabha.	-
INDONESIA	None.	-	-	-	-	-
IRELAND Senate & Dáil	None.	-	-	-	-	-
ISRAEL Knesset None.	None.	-	-	-	-	-
ITALY Chamber of Deputies & Senate	The establish- ment of a parlia- mentary televi- sion channel has been considered but the idea has been abandoned. Consideration is currently being given to estab- lishment of a par- liamentary radio channel.	-	-	-	-	-

Country/ Chamber	Number of channels	Status	Partners	Financing	Programmes	Broadcasting rules
KOREA (Rep of.)	Since 1995, a public cable channel.	Government agency, inde- pendent of the National Assem- bly.	Parliament, Gov- ernment and other public bodies.	The Assembly finances the or- ganisation and production of programmes. Running costs of the channel are supported under the Government budget.	Full broadcast of important plenary debates and com- mittee meetings; coverage includes parliamentary oversight of gov- ernment adminis- tration, policy speeches on State affairs, public hearings, reports on the work of the Assembly.	The broadcast- ing rules are fixed by the Na- tional Assembly itself. The Pub- lic Information Office has re- sponsibility for organising trans- mission.
NETHER- LANDS First Chamber	None.	-	-	-	-	-
Second Chamber	None. (Since 1979, a parla- mentary radio channel on the cable network.)	-	-	-	-	-
NEW ZEALAND House of Representatives	None.	-	-	-	-	-
PAKISTAN	None.	-	-	-	-	-
PHILIPPINES Senate	None.	-	-	-	-	-

POLAND Senate	None.	-	-	-	-	-
SLOVENIA	None.	-	-	-	-	-
SOUTH AFRICA Parliament	None.	-	-	-	-	-
SPAIN Congress of Deputies	None. However, the creation of a parliamentary channel is cur- rently under re- view to coincide with the arrival of cable.	-	-	-	-	-
Senate	None.	-	-	-	-	-
SRI LANKA	None.	-	-	-	-	-
SWEDEN Riksdag	Since May 1994, the Discovery Channel has broadcast on the local Stockholm cable network live, in their en- tirety, and with- out commentary, plenary debates. Extension of the zone of coverage	-	-	-	-	-

Country/ Chamber	Number of channels	Status	Partners	Financing	Programmes	Broadcasting rules
SWEDEN <i>(contd)</i> Riksdag	is under consider- ation. The chan- nel uses the pic- tures produced by the Riksdag for its internal cir- cuit.	-	-	-	-	-
SWITZER- LAND National Council Council of States	None.	-	-	-	-	-
TANZANIA	None.	-	-	-	-	-
UK House of Lords & Commons	A cable channel.	A private com- pany managed jointly by the two Houses and the major television companies.	-	Levy on cable operators. No direct support from Parliament.	Live sittings of the House of Commons and recorded sittings of the House of Lords broadcast on the following day. No interpretation or commentary. In the near future, committee meet- ings will be cov- ered.	No editorial intervention

USA Congress	A private cable network comprising two channels with national coverage. One channel for the House of Representatives since 1979 and another for the Senate since 1986.	Private.	C-SPAN is financed by the cable industry. Its managing board includes owners of cable television companies.	Entirely private.	Full coverage, without commentary, of all plenary debates; recorded coverage of committee meetings; press conferences and speeches by important public personalities; interviews with Members of Congress, journalists and representatives of the Executive; reports on the work of Congress. Audience: 61 million viewers for the programme on the House of Representatives, 35 million for the Senate.	Congress has no editorial or production responsibility for broadcasts of debates. But it controls the angles from which the plenary debates are covered since it owns the cameras which are used. Once the private channels have received the initial signal, they are free to use the pictures as they wish.
URUGUAY Senate	None.	-	-	-	-	-
ZIMBABWE	None.	-	-	-	-	-

4. Paper by Mr Jean-Claude Bécane, Secretary General of the Questure of the Senate of France, presented at the Istanbul session, April 1996*

The plan to establish a parliamentary and civic television channel in Franco

On the initiative of Presidents Philippe Séguin and René Memory, the Bureaux of the National Assembly and of the Senate approved on the 15th November 1995 the establishment of a parliamentary and civic channel.

This specialised channel, as they indicated in a joint press release, will have a public service mission and will be designed to be broadcast on cable and by direct reception. It will cover initially the proceedings of the parliamentary assemblies but will spread progressively to other institutions and to the public. The project draws inspiration from the C-SPAN channel in the United States. But this will be the first time that a Parliament will become the producer of television broadcasts.

But the commencement of this project has not been - and it will not continue to develop - without difficulties. It was the same for the broadcasting of debates by the National Assembly since November 1993, while the Senate did not broadcast until October 1995. Similarly, although the National Assembly chose to transmit a simple "broadcast official journal", the President of the Senate, in 1993, wanted the broadcast of debates to be accompanied by civic and educational programmes allowing viewers to understand better the working of the institution.

While the two assemblies have now arrived at an agreement on the concept of the future channel, there nevertheless exists a number of uncertainties, although these are more technical and legal than political.

* Since the presentation of this paper, a number of developments have taken place which have rendered out of date some of the points made. An amendment was passed to the bill relating to freedom of communication, providing that the two parliamentary assemblies constituted a *public interest group* with a view to ensuring fulfilment of the plan for a future parliamentary channel. The expenditure of the group is divided equally between the two assemblies.

1. The first stage: unedited broadcasting of debates

Through use of a very modern audio-visual installation since June 1995, the Senate has offered freely to television channels, as the National Assembly has offered for the last 4 years, broadcast pictures of debates which it televises and records itself. In order to prepare for the launch of the future civic and parliamentary channel, the National Assembly has just proposed an experiment for shared broadcasting on the National Assembly Channel.

1. Production by the assemblies of broadcasts of plenary debates and certain committee proceedings.

Since 2nd April 1992 for the National Assembly and since 2nd October 1995 for the Senate, all plenary sittings of the two assemblies have been the subject of audio-visual recordings made directly by technical teams belonging to the same outside enterprise. The guidelines for the productions have been laid down by the respective Bureaux and the communication services are responsible for ensuring compliance.

These audio-visual summary broadcasts are:

- simultaneously transmitted on the internal network screens;
- archived for purposes of consultation and release by the archive service;
- fed free of charge by fibre optic cable to a transmission point where all television channels can receive them. The National Assembly also feeds pictures free of charge to the central studios of each of the five terrestrial French channels.

Use of these pictures is totally free with the sole restriction that the two assemblies do not, as the producers of the images, allow their use in humorous or satirical programmes.

However, this supply of pictures does not prevent individual television channels from coming to record debates or to film reports when they want. The difference rests in the fact that the Assembly's pictures offer a full and factual report, including incidents during a sitting, while the media's pictures often show proceedings in an anecdotal manner and sometimes concentrate without any real need on the thin attendance. However, it is becoming more and more frequent that the television channels take directly, particularly for important debates, the pictures produced by the assemblies. The National Assembly estimates that it has thereby doubled television coverage of its debates.

2. The experience of direct broadcasts

2.1 *The National Assembly Channel* ("Canal Assemblée nationale")

Since November 1993, the National Assembly has broadcast its pictures by a special cable channel on a programme called "National Assembly Channel".

Limited, at the beginning, to the Parisian regional network, transmission of the National Assembly Channel was extended from Spring 1994 to three quarters of the cable network representing 650,000 households or a potential audience of 1.2m people. Forced to find a new home in December 1994, following the occupation by Channel 5 of the daily ARTE Channel, the National Assembly Channel is restricted today to households paying a supplementary charge, or - for an interesting programme for most of the Paris region and a dozen provincial sites - a potential audience of 200,000 households.

An audience survey has suggested that this experiment draws a regular public in the Paris region of between 5,000 and 6,000 viewers. In the provinces, viewing figures appear to be lower. It should be understood that live broadcasts, without commentary or presentation, can appear somewhat austere for viewers who are not familiar with subtleties of procedure and parliamentary debate.

Although broadcasting, either live or recorded, of plenary sittings is the general rule, the National Assembly channel has also broadcast in full the debates in certain committees of inquiry (*délocalisations industrielles*), and in the office of evaluation of scientific and technical choice (nuclear safety) and the delegation for the European Union. These broadcasts had a large audience.

In November 1994, the National Assembly also began an experiment, with the cooperation of AFP, with a format for the parliamentary channel involving complementing the unedited transmission with an editorial input designed to facilitate comprehension and to give more detailed information on parliamentary work overall. This programme comprised a daily broadcast of 15 minutes showing significant extracts from debates from the day before, accompanied by interviews with a reporter and the chairman of the committee and a press review of the debate; a weekly broadcast of 30 minutes detailing the activity of the Assembly over the course of the week; material from other parliaments (European Parliament, British House of Commons, Belgian and Italian parliaments, etc.); & *journal infographique* produced by AFP journalists giving a wider range of information on the life of the Assembly, foreign Parliaments and political developments generally.

A qualitative survey undertaken during the course of this exercise has showed that there is public interest in a format which put things in perspective and was more educational in its presentation.

2.2 *Sharing the National Assembly channel with the Senate: a first trial for common programming between the two Houses.*

On the initiative of its President, the National Assembly has just proposed on an experimental basis to the Senate - which does not yet broadcast programmes live - sharing the National Assembly Channel until 30th June 1996.

This experiment, which is designed to start in mid-April, should allow testing of the difficulties inherent in the sharing of live broadcasting from the two assemblies and in preparing for the launch of a more elaborate parliamentary and civic channel.

At this stage, it only involves the unedited broadcast, live or recorded, of plenary debates and committee hearings, without any editorial input.

To achieve this, the assemblies have very quickly come to an agreement on the main criteria for the sharing process. They have accordingly decided:

- to adhere to the principle of giving priority to plenary debates over committee debates;
- always to broadcast live question time, government declarations followed by a debate and first readings of a bill; for the rest, priority would be given to those debates which are the most topical, the general principle being that both assemblies shall be shown on every sitting day;
- to include a recorded broadcast on Fridays, part of Saturday and Monday, of debates during the week which were not able to be broadcast live; the two Houses would have the Saturday afternoon and Sunday slots alternately for the full broadcast of the more interesting debates.

A retrospective simulation using the proceedings of past sittings has shown that a balanced sharing of the broadcasts between the two assemblies can be established without major difficulty.

2. Towards the establishment of a parliamentary and civic channel

After having produced their own broadcast images and with the experience of their transmission on cable, the National Assembly and the Senate are today actively preparing together a further stage: the creation of a civic and citizens' parliamentary channel, a specialist channel to be broadcast by digital satellite,

reaching both cable subscribers and satellite dish subscribers to a choice of digitally-transmitted programmes.

The Bureaux of the two assemblies have accordingly adopted a joint charter laying down the basic principles for this channel. This was sent last December to all the companies and experts who might wish to take part in the project. The technical negotiations for the establishment of the specialist channel are already well-advanced.

Several current factors combine to provide a favourable environment:

- The experience of transmission on cable has showed the public interest in a presentation of debates in the assemblies which puts them more into perspective and is more educational.
- The cable operators have actively welcomed the initiatives from Parliament but would wish to see the introduction of more diversified programming, one not exclusively subject to the orders of the day of the assemblies.
- The introduction of a single nine-month session will henceforth facilitate the establishment of more regular programming;
- The forthcoming introduction of digital compression in satellite broadcasts and cable distribution, which will lead to a substantial increase in the programmes which can be offered.

1. The objectives laid down by the Charter

Having been adopted last December, the Charter serves as the basis for negotiations with potential operators.

It lays down, first of all, that the channel is to have a public service, civic and educational role and that its programmes - subject to the principles of neutrality and pluralism - will not allow popularity with the viewer, however necessary that might be, to take precedence over its informational objectives.

As for programming, three principles are laid down: to establish a *proper television channel*, which must above all be *parliamentary*, but which is to be from the beginning a *civic* channel. The Bureaux of the two assemblies have in effect laid down that, while the coverage of parliamentary proceedings must be present from the very beginning of the channel, if its evolutionary concept is to lead progressively to coverage of the whole of civic life - national, local and European - then its objective of being more than an exclusively parliamentary channel must be clearly affirmed and tangible from the beginning.

For the part of the programming to be dedicated to their proceedings, the two assemblies have also stated that, apart from the arrangement for joint programmes, each House will possess freedom of action over its own broadcasts. This way the wish of the Senate to broadcast programmes with "value added", which alone - according to it - can "win over" an audience can be taken into account.

As for transmission, the Charter lays down two objectives: to reach as many viewers as possible equally spread out over the country and to do so free of charge. To this end, the Bureaux of the assemblies have laid down that they intend to exclude all payment for transmission and any monopoly over transmission and distribution and to make a systematic use of all available processes: cable, satellite, openings on terrestrial channels, and programme exchanges.

Finally, as to the structure of the management and the production arrangements for the channel, the Charter confirms the exercise of control by the assemblies over the broadcasting authority, the chosen operator, timetabling of programmes and the editorial staff.

2. Initial views put forward by the experts

Working within three working groups, experts have identified several guidelines for programming and broadcasting.

In respect of programming, they consider that the parliamentary and civic channel should devote a large part of its programming to the broadcast of parliamentary debates and their explanation. The experts in practice emphasise the necessity for parliamentary proceedings to be put in perspective in order to allow better understanding of debates, and for journalists able to explain the thread of debates.

As for the timetabling of programmes devoted to the work of parliament, programmes must take account of the exercise of the parliamentary mandate over the whole range of a Member's work, the proceedings of local authorities, the activity of high bodies of the State (Constitutional Council, Council of State, *Cour de cassation...*), as well as of the numerous study meetings and demonstrations which take place relating to current political proposals and initiatives, or their application, in which Members of Parliament are frequently invited to participate.

Programmes would also present - in the longer term - news from and developments in representative and public institutions in other European Union countries. Government proposals and local initiatives could equally be included in the field of interest of the channel.

Timetabling for programmes should be very flexible and lively and vary according to the sitting times of the assemblies. The basic proposal is for 16 hours of broadcasting each day and it will attempt to allow a regular pattern of viewing. Thus the channel would begin at 8 o'clock in the morning with a half-hour press review, followed by a programme comprising presentation of debates, interviews and questions from viewers to Members of Parliament. The 1900 hrs to 2100 hrs slot would be devoted to a wide-ranging civic information broadcast also comprising questions from viewers, with the aim of establishing from the beginning interactivity with die public.

Certain quantitative information can therefore already be given: the annual volume of programming would vary between 4,500 and 5,000 hrs, if the daily broadcast continued until 2300 hrs and, assuming 900 hrs of plenary sitting for the two assemblies, the parliamentary "core" of the channel would present about 3,000 programme hrs including direct broadcasts, press reviews, and die time allowed for editorial presentation of proceedings... etc.

As for transmission of programmes, the experts estimate that the quickest and least burdensome solution, capable of fulfilling the triple objective laid down by the assemblies (as wide a coverage as possible, non-exclusivity of distribution, free service), would consist in supplying the cable networks, using digital broadcasting by satellite. This method of broadcasting would reach 1,800,000 cabled households and the direct reception market (ie. viewers equipped with a satellite receiving dish) which covers between 800,000 and 1m households.

As for die administrative structures, these must support the principle diat it is to be a real television channel exercising, under die passive control of the parliamentary assemblies, full and entire responsibility for the programme's broadcast. A number of other aspects remain to be worked out, which relate more to die production arrangements and the legal structure for the management and editing of the channel.

Since die assemblies have no vocation as operators or producers of the channel, the conception and broadcasting of die programmes on die channel must, they feel, be conferred on an independent structure. This editorial structure would itself appoint a chosen producer responsible for the drawing up of production and co-production contracts.

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This brief description of the basic proposals for die future French parliamentary channel shows that, if at the political level an agreement can be reached without major difficulty, nevertheless a number of unknown quantities remain

on the legal and technical level. These include the desirable programming, the choice of operator, the production autonomy, the expenditure which the assemblies are prepared to incur, and even the partners who will be able to engage in the production.

One thing seems to be accepted: all the cable operators have indicated that they will include this channel in their basic programmes but, unlike the situation in foreign countries - Canada, USA, United Kingdom - where the cable industry finances the parliamentary channel, they have made clear their financial situation does not allow them to bear the cost.

It is thus the two Chambers who are financing the operation by themselves, at an estimated running cost of around 50 million French Francs per year for the purely parliamentary channel, possibly reaching 80 million French Francs per year when the channel is extended to cover civic programmes, it being understood that other bodies besides the Assemblies would then share the production costs.