

FEEDBACK REPORT

on

Parliamentary Administration: Benchmarking against UK Parliament

(4th to 15th November, 2013)



1. Introduction

1.1 It has been said that Training is the essence of transformation. We eight Officers, who were nominated by Secretary-General, Rajya Sabha for the two-week programme on Parliamentary Administration: Benchmarking against UK Parliament at RIPA, London from 4th to 15th November, 2013, have found this adage coming true in its full measure. This learning experience has been overwhelming, introspective and immeasurably beneficial.

1.2 During the two week course of our training, we were given lectures by Senior Officers of UK Parliament having vast experience and understanding of the day to day working of Parliament and its procedures, Professors in the field of Parliamentary Administration and media persons/social commentators covering Parliament. The gamut of lecture covered the entire spectrum of Parliamentary functioning, in all its dimensions. All the topics covered under the programme were immensely beneficial, informative and topical for anyone working in a Parliamentary environment.

2. A brief synopsis of the various lecture topics and the content that was covered is as follows:

2.1 Advancing the Concept of Benchmarking in Parliaments and Legislatures by Andrew Imlach, Former Director of Communications and Research, Commonwealth Parliamentary Association

The lecture focused on the concept of Benchmarking in its application to Parliaments, and especially to parliamentary administration. Benchmarking which is a methodology to evaluate – including self-evaluation – of how well something works based on an agreed set of external standards and is the continuous process of measuring producers, services and practices against strong competitors or recognized industry leaders intended to improve performance and can be applied to all facets of operation of an organization. Information and discussion that was given centered around sets of international standards, which have been developed, especially the Benchmarks for Democratic Legislatures of the Commonwealth Parliamentary Association (CPA) and the Inter-Parliamentary Union's (IPU) Toolkit for Evaluating Parliaments and how these standards are now being used to assess Parliaments. This lecture used the benchmarking methods to apprise as to how parliamentary officers have an opportunity to learn about

Westminster processes to enable them to compare those processes with their own to find better ways of working or to confirm that their own ways are as good as or better than Westminster's. Benchmarks developed by CPA for Democratic Legislatures, especially those relating to the administration of Parliament and benchmarks developed as IPU Toolkit for Evaluating Parliaments, which are primarily aimed at Members were elaborated. Information as to how these benchmarks are helping in advancing transparency, accessibility, accountability, parliamentary performances etc. around various Parliaments was given. The road ahead in these Benchmarking mechanisms, as the parliamentary system is constantly evolving and so the standards should evolve – presumably rise -to keep up with rising expectations and public demands was also explained.

2.2 House administration and the work of the House of Commons Commission by Dorian Gerhold

This lecture dealt with the administration in the House of Commons in the UK Parliament. It was explained that the House of Commons is governed and managed by the group of MPs who make up the House of Commons Commission and the day to day running of the House is delegated by the Commission to the senior officials who form the House of Commons Management Board. In the House of Commons, at the head of the governance structure is the House of Commons Commission which is chaired by the Speaker of the House of Commons. The other members of this commission are the Leader of the House, the Shadow Leader of the House (or another MP appointed by the Opposition) and three backbench MPs from the three largest parties. The Commission is legally responsible, under the House of Commons Administration Act 1978, for the administration of the House of Commons, including staff and finance. The Commission signs off the annual budget for the House and approves all major changes to the structure of the House of Commons Service. Further, the Commission is advised by two committees of MPs, the Finance and Services Committee and the Administration Committee, which acts as a channel of communication from MPs in general. The Commission provides the non-executive governance of the House by Members, but it does not manage day to day operations. As noted above, it has delegated this power to the House of Commons Management Board, by an Instrument of Delegation. The Management Board oversees the operational functions of the House and develops the House's policies, budgets and strategic

planning, which are endorsed by the Commission. The Chief Executive, who is also the Clerk of the House of Commons, chairs the Management Board. The other members are the heads of the five departments of the House, the Director of Parliamentary ICT (a bicameral department serving both the House of Commons and Lords) and two external members appointed through open competition. Below the Management Board are the five departments, which make up the House of Commons Service. These are Chamber and Committee Services, Facilities, Finance, Human Resources and Change, and Information Services. Parliamentary ICT is provided by a joint department of both Houses. The Office of the Chief Executive sits outside the departmental structure and supports the Chief Executive and the Management Board in functions such as strategic and business planning, risk management, coordination of business resilience, internal communications and internal audit. An Organogram depicting the governance structure of the House of Commons Commission is annexed (Annexure).

2.3 British Government and Politics by Robert Ingram

The lecture, which covered one entire day dealt in detail with the key features of the British Constitution and the evolution of parliamentary functions especially the concepts of scrutiny and influence, representation and expression, legislation, deliberations, her majesty's opposition, party discipline and the power of the Executive, reform, the party system and the political journey of the past fifty years.

2.4 Reform of Parliament and the Public sector by Professor Gavin Drewry

The lecture presented an overview of the UK Public Service. The lecture covered the whole gamut of the Public service since its coming into existence and the co-existence of old and new models arising due to UK joining the European Community (later the EU) in the 1970s, New Public Management which was started in the 1980s, Constitutional Reforms that started in late 1990s and the challenges of coalition and economic crisis, since May 2010. The lecture also dealt with the Civil Servants that work in the UK.

The lecture also dealt with the question of Ministerial responsibility. It was informed that the Ministers are in theory responsible to Parliament for everything that happens in their departments – including the actions of their civil servants. However, it was pointed out that, in practice Ministers seldom accept individual responsibility for anything (other than personal misconduct) and often blame their civil servants but the theory of ministerial responsibility

remains strong. However, growing recognition of the weaknesses of traditional ministerial responsibility has encouraged the development of alternative avenues of accountability, like the growth of judicial review, Parliamentary select committees, Freedom of Information Act 2000 , direct accountability and accessibility of civil servants (particularly agency chief executives).

2.5 Reporting the proceedings—recruitment and training at the Official Report (Hansard) by Jonathon Hoare

The lecture informed about the Official Report of the proceedings of the sittings of the Houses of UK Parliament which is also called ‘Hansard’. Hansard is an edited record of what was said in Parliament and includes votes, written ministerial statements and written answers to parliamentary questions. This report is published daily covering the preceding day, and is followed by weekly and final versions. The lecture traced the historical background of Parliament Reporting with a publication named ‘Hansard’ developing as reporter of Parliament proceedings in the 19th century. Initially, Hansard was selective and mostly compiled from press reports with only the most newsworthy speeches being reported. However the publication tried to be as accurate and impartial as possible and even refused Members who wanted to make unjustifiable changes. Slowly, its reputation grew and it came to be relied upon as the most accurate account with the result that in 1878, Treasury grant enabled Hansard to employ four reporters to produce a fuller report. However, the contract ended in 1889 and subsequent contractors proved unreliable. Thereafter, the Terms of Reference for publication of the Official Report were drawn up by a Select Committee in 1907 which were reproduced in “Erskine May”, the authoritative source on parliamentary procedure. This Select Committee in 1907 gave birth to the Official Report which it said shall be :

“a full report, in the first person, of all speakers alike, a full report being defined as one which, though not strictly verbatim, is substantially the verbatim report, with repetitions and redundancies omitted and with obvious mistakes corrected, but which on the other hand leaves out nothing that adds to the meaning of the speech or illustrates the argument.”

Thereafter, in the year 1943, Hansard name was reinstated on front cover , format changes were brought and later computerised production was introduced resulting in financial savings and service improvements. It was informed that at present Hansard is available on internet free of

charge to all and “Hansard” has turned out to be the most searched for term on the UK Parliament website and there is a 3-hour rolling deadline for internet publication and the complete production process has been brought in-house. Members’ words are recorded by Hansard reporters and then edited to remove repetitions and obvious mistakes but without taking away from the meaning. Reports of the latest proceedings are published online and updated during the day. Also the Commons and Lords have separate reports and the text of Daily Debates in the Commons and Lords are published online the following morning by 6 am and is also available in hard copy. Commons debates can be read back until November 1988 and Lords debates until 1995-96 on the Parliament website. Hansard debates from both the Commons and Lords from 1803-2005 can be read on the Historic Hansard website. It was also learnt that as regards the broadcasting of Parliament, radio broadcasting of Commons began in 1978 and televising of Commons proceedings in 1989 and webcasting of Commons, Lords and Committee proceedings with searchable archive was made available in the year 2002.

2.6 The Government’s interface with parliament-the role of a Government departments’ parliamentary clerk by Tim Williams

The lecture focused on the way Parliament and the UK Government interacts and the manner in which the two stand structured. Information about the Government, the functioning of the Cabinet, Cabinet Committees, Departments, Agencies and Public Bodies in the Government , Ministerial hierarchy, the Ministerial Code, the Civil Service Code, Civil Servants in a Department, various Executive Agencies and Non-Departmental Public Bodies was lucidly presented and explained. The lecture also elaborated on the structure of the UK parliament and how it functions like Membership of the House of Commons and House of Lords, regulation of Proceedings in the two Houses, sitting timings, various Committees that aid the working of the two Houses Parliament.

2.7 The work of the House of Commons Table Office by Fergus Reid

The lecture explained the working of the Table Office, which is the place where Members table Parliamentary Questions (PQs) and Early Day Motions (EDMs). The Table Office also produces the House’s Order Paper and associated business papers for each day’s sitting. The Table Office deals with the notices of questions and motions given by MPs and Table Office staff can also

advise MPs on procedural matters, such as whether questions are 'in order'. Thus, Table Office is the place that primarily looks after Order Paper, Questions, Early Day Motions, Adjournment debates and offers Procedural advice. The lecture concentrated on the manner in which Order paper and Parliamentary Questions are dealt with.

The lecture explained that the Order Paper ('Order of Business') in the House of Commons is published each sitting day and lists the business of the House and business for sittings in Westminster Hall. It also lists questions for oral or written answer to be asked that day, questions for written answer that day which have not previously appeared in print, and certain other items such as notices of written statements, committee notices, remaining orders and lists of future business. In the House of Lords the Order Paper includes- oral questions; private business; business of the House; public bills etc; motions on reports from the Delegated Powers and Regulatory Reform Committee; motions on reports from the Joint Committee on Human Rights; questions for short debate. The Order Papers may also list Royal Assent and Private Bills. Detailed information about how Parliamentary Questions are asked and answered, their various types etc. were also informed.

2.8 The Office of the Chief Executive and the work of Internal Audit by Paul Dillon Robinson

The lecture by Mr. Robinson, who is the Director of Internal Audit in the House of Commons skillfully, explained the working of the Office of the Chief Executive and the Work of Internal Audit. The Office of the Chief Executive supports the Clerk of the House of Commons in his roles as Chief Executive, Accounting Officer, Corporate Officer and data Controller and provides assurance to him through risk management, business continuity planning and internal audit. This Office also supports the Management Board and coordinates strategic business planning and performance management. Strategic planning, Performance, management, Communications co-ordination, Internal audit. Also, the lecture discussed the mechanism of Internal Audit, which helps the Chief executive by providing an "independent" assurance to his role as the Accounting Officer. This Internal Audit Service works under a Director with in-house staff and with support of a Audit Support Partner (Deloitte). It Liaisons with House of Lords and works closely with National Audit Office.

2.9 Insight into the State Opening of Parliament and Prime Minister's Questions by Ian Church, Director of studies

During this lecture Mr. Church, who was our Director of Studies for the training course at RIPA, explained the background, history and importance of the event of the State Opening of Parliament which marks the formal start of the parliamentary year and the Queen's Speech sets out the government's agenda for the coming session, outlining proposed policies and legislation. It is the only regular occasion when the three constituent parts of Parliament – the Sovereign, the House of Lords and the House of Commons meet. State Opening happens on the first day of a new parliamentary session or shortly after a general election. The lecture also covered the aspects of the Administrative Structure and the role of Members, the House of Commons Commission, the role of the Speaker, the role of the Lord Speaker.

2.10 Parliament, politicians and the media by Nicholas Jones

The lecture dwelt on the relationship between Parliament, politicians, Members and the media and the role media has played to hold the powerful to account. The cases highlighted related to the 2009 MPs' expenses scandal which showed instances of MPs claiming excess money and how this scandal has had long term consequences for British politics. The lecture also focused on the British press and it was pointed out that it is not just a free press but a highly politicised press and unlike television and radio which are regulated and are required to be politically impartial, the national newspapers campaign openly for political parties of their choice. Information was also given as regards the control the UK Parliament exercises over the televised proceedings and over the images which are televised and transmitted.

2.11 Information services in the House of Commons by Pat Strickland

The lecture provided an overview of the Information services in the House of Commons and how a wide range of information is delivered through research services , over the telephone, online and in person to members of Parliament and the public.

It was informed that the House of Commons Department of Information Services is responsible for the Parliamentary Office of Science and Technology, the Parliamentary Web centre, the House of Commons Media and Communications Service, the Parliamentary Education Service,

Parliamentary Visitor Services, the House of Commons Information Office and the Curator's Office. The lecture also informed about the UK Website and how, besides fulfilling its role as the primary repository of all Parliamentary information, is also being used for educational purposes and for connecting the Parliament with the Public with the strategic aim of this effort being to make the public recognize that:

- Parliament is at the heart of UK democracy and it is respected, effective, efficient and informed.
- Parliament holds the government to account and is not the same as government and provides checks and balances to its power
- Parliament's work matters to everyone and is relevant to citizen's concerns and welcomes participation

And to further this aim public engagement, events, Parliament Week, UK Youth Parliament are held.

2.12 Human Resources management at Westminster by Joanthan Seller, Head of HR – Parliamentary ICT

The lecture concentrated on the human resources management in the UK Parliament. It was learnt that the common HR Management system at Westminster looks after HR management in the House of Commons, House of Lords and Parliamentary ICT. The lecture informed about the methodology of recruitment, numbers/types of staff, types of employment, Performance Appraisals, training, pay and pension schemes. It also discussed issues like Austerity Measures, Staff Careers etc.

2.13 The House of Lords, its administration and its changing constitutional position by Simon Burton

The lecture focused on the role of the House of Lords and the reform process that has been undertaken. The areas covered included the constitutional position of the House of Lords and how it functions as a Chamber of Legislature, a forum of debate and as a place of scrutiny of the Executive (Government), the characteristics of its Membership, election and functions of Lord Speaker, the practice and procedure followed and the manner in which it is different from

House of Commons, Legislative process of a Bill becoming a law, its administration through Committees and the management Board.

2.14 The Select Committee system in the House of Commons by Fergus Reid

The lecture explained the Select Committee system and the important role the Committees perform in the matters of scrutiny, accountability and control of parliament over the Government. Issues like need for Committees, different types of Committees, working approach that the Committees follow their limitations etc. were explained.

3. Besides the lectures, the training programme also included visits to the Commonwealth Parliamentary Association, the Supreme Court, to the House of Commons and the House of Lords in Session and a guided tour of the Palace of Westminster and both Houses of Parliament.

3.1 Visit to the Commonwealth Parliamentary Association and meeting with Secretary-General, CPA

The Commonwealth Parliamentary Association (CPA) is a body that mobilizes its member Parliaments, Legislatures, their Members and staff in the endeavor of advancement of democracy and democratic norms. This forum enables its Members to contribute to the development of the best parliamentary practices for use through the tested mechanism of exchanging information, sharing experiences and debating policies. To achieve its objectives, CPA organizes Commonwealth Parliamentary Conferences, symposiums, Seminars, workshops and Interparliamentary visits, brings out publications, and aids Parliamentary research. The visit to CPA allowed us to understand the important role this body has been performing in furthering the cause of democracy and also how CPA has been instrumental in development of benchmarks that Parliaments around the world can make use of to achieve the goals of transparency and accountability in its working and also act as a respected watchdog while doing its duty of keeping oversight over the functioning of the Executive. We were fortunate to interact with the Hon'ble Secretary General of CPA, Dr William F. Shija, who acts as the chief executive officer of the Association. Dr. Shija explained about his role in representing the Association and promoting its aims and objectives. He informed us as to how the CPA Secretariat maintains close links with all the Branches(CPA Branches now exist in 175 national, state, provincial and territorial Parliaments, with a total membership of approximately 17,000 Parliamentarians.) and

provide advice and guidance on their activities and management. The visit also provided an opportunity to interact with senior Officers running the organization who briefed us about the work that they are doing in developing necessary policies, systems and practices to suit the changing role of Parliaments to serve people better.

3.2 Visit to the Supreme Court of UK

The credit for our group getting an opportunity to visit the Supreme Court of UK and getting to see the Court proceedings solely goes to our Director of Studies at RIPA, Mr, Ian Church. Only the visits to see the House of Commons and the House of Lords in Session had been planned but when we reached there, Mr. Church advised us that since he shall be taking the Lok Sabha Secretariat group through security checks and shall then be coming back to take our group, the time of around half an hour that was at our disposal can be utilized by seeing the Supreme Court which is near to the Parliament building. The visit was a revelation as it highlighted the ease with which any Member of the public can walk into the Supreme Court building and watch the ongoing Court cases. The Supreme Court of the UK was set up on 1 October 2009 and it marks a defining moment in the constitutional history of the United Kingdom as judicial authority was transferred away from the House of Lords to the newly created Supreme Court. We were able to watch an ongoing hearing of a five Member Constitution Bench hearing a case. We also visited a permanent exhibition which provided an insight into the work and history of the UK's highest court, as well as the history of the building.

3.3 Visit to see the House of Commons and the House of Lords in Session

Our Director of studies at RIPA informed us that they have included a visit to the UK Parliament to allow us to watch the proceedings of the House of Commons and the House of Lords and that of a Select Committee in case any such meeting was scheduled. He informed that UK residents and overseas visitors may watch debates for free on current issues or proposed new laws in both Houses by visiting the public galleries which are open to the public when the Houses are sitting. It was pointed out that the galleries are not open during recess, when neither House is sitting and in both Houses, the busiest time is during Question Time. In the Commons it is the Prime Minister's Question Time for which free tickets are necessary to ensure entrance, and are only issued to UK residents who contact their MP or a Lord to request them and Overseas visitors and

UK residents without tickets can queue but will only gain entrance if there is space after ticket-holders. For other debates tickets are not required at other periods and there is a public queue for both UK residents and foreign visitors - outside the visitor entrance and there is commonly a waiting time of one or two hours involved (although it's usually less for the House of Lords).

From our observations of seeing the proceedings in both Houses and the procedure involved, the following are some of the points that were informed /noticed:

regarding House of Commons

- No item is permitted to be taken into the Gallery and all possessions have to be surrendered to an attendant who gives a numbered disc so that the items can be retrieved when one leaves. Cameras and mobile telephones have to be deposited and are not allowed inside the Gallery.
- there is a large glass security screen between the persons sitting in the Gallery and the Chamber. However, the proceedings are broadcast over an amplification system, and the speakers are the circular bronze inserts set into the backrest of the seating. Television screens on either side of the Gallery show the proceedings live.
- the Government Benches are on the left, facing the Opposition Benches on the other side. The Front Benchers who are speaking stand at the Dispatch Boxes, which are located on either side of the Mace.
- Members repeatedly stand in an attempt to catch the eye of the Speaker as only by standing can they indicate to the Speaker that they wish to speak. The Speaker calls Members from each side in turn to ensure fairness.
- the various Galleries are located on all four sides of the Chamber. There are Galleries on each side that provide overflow seating for Members which they may occupy when the Chamber is full. Members may watch the proceedings from these points, but they are not allowed to speak from them and they can speak only when they are actually on the Floor of the House.
- the Hansard seats are immediately to the left of the clock, above the Speaker's Chair.

- the Clerks, who provide the procedural guidance to the Speaker, sit wearing their wigs and gowns in front of Mr Speaker with their backs to him. There are three Clerks and the Clerk of the House and Chief Executive.
- a man stands to the Speaker's left whose job is to guide the Speaker as to who should be called to speak. Members who are anxious to speak contact him before the sitting to tell him so, and keeps the speaker informed of those names. He also keeps a record of those Members who have been called in the recent past so that they do not get called too often, which would be unfair to others.

Picture of House of Commons in the UK Parliament



regarding House of Lords

- the most noticeable feature of the House of Lords is that it is self-regulating. No one has the authority to call a Member to speak. The order of speaking is decided by the Members themselves.
- The Lord Speaker – or his/her deputy – sits on the Woolsack just in front of the throne and is there to give guidance to Members on matters of procedure.
- the Clerks sit three abreast facing the Lord speaker from the other side of the Table of the House. The Government Benches are to the right of the Woolsack. The Opposition Benches are to the left.

Picture of House of Lords in UK Parliament



regarding Committee meeting

We were fortunate to watch a meeting of the Public Accounts Committee. It was informed that all select committees take evidence in public, with very few exceptions. Typically committees meet privately for a short period before the evidence-taking begins, at which point members of the public are invited in with the witnesses. There is no system of tickets or advanced booking. Places are limited and visitors are admitted on a first come, first served basis. Committee meetings are also webcast on Parliament TV.

Picture of a typical Committee Room



3.4 Guided tour of the Palace of Westminster and both Houses of Parliament.

Our Director of studies also arranged a conducted tour to the Palace of Westminster which houses the UK Houses of Parliament and this tour highlights the Parliament's history, art and architecture. This 75-minute guided tour of the Houses of Parliament offer a unique combination of one thousand years of history, modern day politics, and stunning art and architecture. It was informed that most of what is seen on the tour was built in the mid 19th century following a devastating fire in 1834, but the route also incorporates Westminster Hall, begun in 1097. The tour was led by highly qualified and knowledgeable guide. The tours started by following the route taken by The Queen at the State Opening of Parliament; from The Queen's Robing Room, through the Royal Gallery and Prince's Chamber, into the majestic Lords Chamber and from there the tour moved on through Central Lobby, Members' Lobby and one of the voting lobbies before entering the Commons Chamber. Thereafter, passing through St Stephen's Hall, the tours end in 900 year old Westminster Hall, a place where many historic trials have taken place and where world leaders have addressed the UK Parliament.

4. Before our group left was RIPA training, we were invited for an interactive session with Secretary-General on 28th October, 2013 , where he shared his vision and the benefit such training brings, briefed us about the protocol, asked about our learning expectations, encouraged us to beneficially explore the opportunity offered and gave his best wishes for the experience. During this meeting, Secretary-General had also, asked us to try to interact closely with the lecturers, UK Parliament Officers so as to seek further information about the various facets of internal working in the UK Parliament. In pursuit of Secretary-General's directions, efforts were made to seek out information about the various aspects of working of UK Parliament and information on some of these aspects with our observations /comments are as under:

4.1 About UK Parliament

The Parliament of the UK (commonly called the Westminster Parliament) operates under a bicameral system. The upper House is the House of Lords and the lower House is the House of Commons. They are commonly known only as the Lords and the Commons. The Commons is an elected Chamber with 650 Members. They are elected under the first past the post system under which the candidate who gets most votes is the winner. Each Member represents a

constituency typically containing 60,000 to 70,000 voters. The Lords is an appointed Chamber. The previous hereditary system has been largely dispensed with due to reforms taken in the recent past and today the membership is chosen by the Prime Minister and the other party leaders. They are usually former Members of the Commons or eminent people in public life. This “expert” element is drawn from the law, the medical profession, the Arts, academia, business, the military and other important areas of public life. The appointees hold their membership for the duration of their lives, and they are therefore called Life Peers. There are 629 Life Peers. The Church of England, being the Established Church, was in previous centuries an important element of the House and has always been represented there. Today the membership therefore includes 26 bishops. The two Houses differ from many other legislatures in that the Members sit in rows opposing each other rather than in the circular arrangement seen in hemicycles in other Parliaments. The arrangement is sometimes called adversarial in the sense that the Members face each other directly during parliamentary debate. Members do not have allocated seats. Members may sit anywhere they choose, but they often find a seat that they prefer and sit there if it is available. An important feature of the Chamber is that there are fewer seats than Members with the consequence that on a big day – for example, when the Chancellor of the Exchequer delivers his Budget speech – Members will fill all the seats, sit on the floor in the gangways between the seats, crowd into the doorways and around the Speaker’s Chair, and overflow into the upstairs Galleries from where they can observe the proceedings, but not speak.

4.2 Common Glossary that is used in UK Parliament

Benches are the seats on which the Members sit. They are green leather in the Commons and red leather in the Lords.

Front Bench is the front row of seats closest to the Speaker’s Chair, which is occupied by Ministers on the Government side and their Opposition counterparts on the other side of the House.

Front Bencher is a Minister or official Opposition spokesman who sits on the Front Bench.

Back Bench is any of the other seats in the House.

Back Bencher is a Member who is not a Minister or official Opposition spokesman and who sits on the Back Benches.

Ministers are appointed by the Prime Minister. A senior Minister usually heads a Government Department and is a member of the Cabinet. They are usually called Secretary of State. Beneath them are a number of junior Ministers who are allocated specific responsibilities within the ambit of their Department's sphere of activity.

Shadow Minister is the Opposition Front Bencher who is designate by the Leader of the Opposition to "shadow" a Minister. Thus an example, in the UK system, there shall be a Foreign Secretary and the Shadow Foreign Secretary, and when the Foreign Secretary makes a speech in the House, his/her Shadow will respond to it. The Leader of the Opposition is, technically, the Shadow Prime Minister, but he is not known in that way. He is called the Leader of the Opposition.

Cabinet is the group of senior Ministers who meet under the chairmanship of the Prime Minister to formulate Government policy and make decisions on the direction the Government shall take.

Dispatch Box is the slightly ornate brass-bound box – there are two, one on the Government side and one on the Opposition side – located on the Tables of the two Houses from which Ministers and Shadow Ministers – the Front Benchers – address the House.

Honourable Member and Right hounourable Member is the form of address used in debate. Members are not allowed to say "you", they must say "the hounourable Member". When referring to a member of their own party, they will say "my honourable Friend". A right honourable Member is a senior politician who is a member of the Privy Council. That usually means a senior Minister or a former senior Minister. Once granted membership of the Privy Council, members hold it for the remainder of their parliamentary careers.

The Speaker is a non-political appointment and is the ultimate authority in the Chamber. On becoming Speaker, he or she must renounce all former political allegiances and assume a position of complete neutrality and impartiality. He becomes the defender of the rights of Back Benchers against the power of the Executive, which means the Government. The Speaker has the power to decide who speaks and for how long, to require Members to attend in the Chamber

or to order them to leave it, to suspend the sitting of the House if he deems it appropriate, and to instruct members to comply with his commands, usually enforcing the procedural rules of the House. Members who wish to speak must “catch the Speaker’s eye”, which means rising in their place in the hope that the Speaker will see them and choose them to speak next. In order to achieve this many Members rise and then sit down, rising again and then sitting down again and again as they silently appeal to the Speaker to choose them to speak next.

The Chair/addressing the Chair: This is another way of referring to The Speaker or the Deputy Speaker, but it is, of course, the Chair in which they sit. In the House of Commons, Members speaking in the Chamber must address their remarks to the Chair. They are not permitted to address other Members directly. **The Woolsack**: The Speaker’s Chair in the House of Lords

Clerk: the title given to the staff of the two Houses whose job it is to give procedural advice to the Chair and to Members. In the Commons Chamber, the Clerks sit three abreast in front of the Speaker with their back to him, or to whosoever is in the Chair, and advise him on procedural matters. In the Lords, they sit three abreast, facing the Lord Speaker.

Clerk of the House: The most senior non political appointment in the House of Commons. In the House of Lords the same position is known as the **Clerk of the Parliaments**. They chair the management boards of the respective Houses. In the Commons the Clerk of the House is also the Chief Executive – called in our Parliament, the Secretary- General.

Table of the House: The table that is located in front of the Chair at which the Clerks sit and upon which, in the Commons, the Mace is placed when the House is in session.

The Mace: The mace, which is place on the Table of the House of Commons and behind the Woolsack in the House of Lords, signifies the authority of the Sovereign. The Mace must be in place for either House to be in session.

Public Bill Committee is a small Committee of Members chosen to consider a Bill at its Committee stage. That is the stage at which the Bill is examined line by line, word by word in an attempt to perfect the working according to the wishes of the House. When deliberations on that Bill are concluded with the completion of the Committee stage, the Committee is disbanded.

The membership of the Committee reflects the proportions of the parties in the House, so the Government will have a majority of the membership and will usually get the Bill approved in the form that it wishes. It is here that amendments to the Bill are tabled, and it is here that the Opposition will table amendments in an attempt, usually in vain, to rewrite the Bill to suit their particular wishes. The Committee meets in a Committee room, not on the Floor of the House.

Select Committee is a Committee usually of 11 Members drawn from all the parties to reflect party strengths in the House who have the task of examining a particular topic or Government Department. The Members are Back Benchers. Ministers are not permitted to be members of Select Committees. The Committees have considerable power and influence. They can order Ministers and Civil Servants to appear before them to answer for their actions and their policies. The most powerful of these Committees is the Public Accounts Committee, which examines the use of public money, usually by interrogating Ministers, Civil Servants and other public officials who are responsible for spending the money we pay in tax. While Public Bill Committees operate on party lines, Select Committees are usually non-partisan. It is not unknown, for example, for a Government Back Bencher to criticize in the severest terms a Minister who appears before the Committee while, back in party political atmosphere of the Chamber, he will support that same Minister vociferously.

4.3 Voting System in the House of Commons

When MPs vote on a matter before the House, they hold what is called a Division. The subject “divides” the House. There is no electronic voting. MPs will line up to pass through corridors on either side of the Chamber known as voting lobbies. The “Ayes” lobby is for those who want to vote in favour of the motion. The “Noes” lobby is for those who are against it. The process of voting is that the Speaker will put the Question and “call” for voices. Members will shout “Aye” or “No” and they will then be told to pass through the lobbies. They are given eight minutes to get into the lobby. When the Division is called, alarm bells ring all around the buildings so that Members know that they have to vote. There are even Division bells in restaurants near to the Parliament, and some Members who have apartments close by have Division bells in their homes. The Members enter the lobby at one end and leave at the other. At the exit are two Whips – one for the Ayes and one for the Noes – and they will count the Members who leave the lobbies. Inside the lobbies sit the Division Clerks. They sit at tall desks with a sheet in front of

them bearing the names of all the Members. As a Member passes them, that Member's name is ticked. After all Members have voted in this fashion, the Whips will go to the Table of the House where the Duty Clerk is seated and will give him or her the numbers of Members voting in their respective lobbies. The numbers are written on a sheet of paper and handed to the Speaker who declares the result to the House – either “The Ayes have it”, or “the Noes have it”. The lists of names of members that have been ticked by the Clerks are sent to the Official Report who have a software programme that scans the sheets. It is pre-programmed with all the names and the software deducts all those that are not ticked. That gives the numbers who have voted. The scanned sheets are then converted into a form that can be printed, and the Division lists, as it is called, is printed in Hansard. An interesting point is that Hansard's scanning method is far more accurate than the Whips standing at the exit to the lobby and counting and there been occasions where the numbers declared in the Chamber by the Speaker have been wrong. It has never happened yet that the mistake changed the result, but it's an unwritten rule that what the Speaker declares as the result in the Chamber is the one that matters.

4.4 Salary and allowances for Members of UK Parliament

4.4.1 Salary and allowances of Members of the United Kingdom Parliament is determined and regulated by Independent Parliamentary Standards Authority (IPSA). The current basic annual salary for an MP in UK is £ 66396 (approx Rs. 67,69,670). In addition, MPs are able to claim allowances to cover the costs of running an office and employing staff, and maintaining a constituency residence and a residence in London. Additional salary is paid for appointments or additional duties – such as the Charing of Select committee.

4.4.2 Some features of the Salary, Allowances and facilities that are made available to the Members of parliament in the UK are as follows:

- (i) As per the present MPs Scheme of Business Costs and Expenses (in effect from 1st April, 2013), the main expense budgets provided in IPSA's scheme and the maximum amounts that Members can claim in 2013-14 are as follows:

Accommodation Expenses

London area (rent)	£20,100
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Associated Expenditure (available to £8,850

Members who own their own home,

to cover costs such as utility bills and council tax.)

Caring responsibility	£2,425
London Area Living Payment	£3,760
Staffing Expenditure	
London Area MPs	£144,000
Non-London Area MPs	£137,200
Office Costs Expenditure	
London Area MPs	£25,350
Non-London Area MPs	£22,750
Start-up Expenses	£6,000
Winding-up Expenses	
London Area MPs	£56,450
Non-London Area MPs	£53,350

- (ii) Following the establishment of IPSA, responsibility for expenses claimed by Members in relation to their parliamentary duties has ceased to be the responsibility of the House of Commons. However, in addition to paying expenses, the House had also provided other forms of support to Members in carrying their duties. The House has continued to provide assistance to Members in a number of ways.
- (iii) The Members Estimate Committee provides oversight of the House of Commons Members Estimate. The scope of the Members Estimate has significantly reduced as a result of the decision to give responsibility for determining Members' pay and

allowances to IPSA. However, a number of items are still within the ambit of the Estimate, and include:

- the Exchequer contribution towards the cost of pensions for Members of Parliament;
- the provision of ICT equipment to Members;
- financial assistance to Opposition parties;
- an Exchequer contribution to the Members' Fund;
- provision of some training for Members and their staff; and
- payment for insurance.

(iv) Under the IPSA scheme, Accommodation Expenditure is not payable to London Area MPs or those who occupy 'grace and favour' accommodation. Accommodation Expenditure will only cover hotel accommodation or rental payments and associated expenditure; or, for MPs who own their own property, associated expenditure. Associated expenditure includes, for example, utility bills and council tax. London Area MPs and non-London Area MPs who have informed IPSA of their intention not to claim for accommodation expenses, may claim the London Area living payment.

(v) MPs may claim for Travel and Subsistence Expenditure for journeys which are necessary for the performance of their parliamentary functions, and fall into one of the following categories:

- a. for MPs who are eligible for Accommodation Expenditure, journeys between any point in the constituency (or a home or office within 20 miles of their constituency boundary) and Westminster or a London Area home;
- b. for MPs who are not eligible for Accommodation Expenditure, journeys between their constituency office and Westminster;
- c. travel within the constituency or within 20 miles of the constituency boundary;
- d. extended UK travel; or

e. a maximum of three return journeys per year to the national Parliaments of Council of Europe member states, or institutions and agencies of the European Union.

- (vi) The scheme provides for the Staffing Expenditure budget to meet the following costs relating to staffing:
- a. staff salaries, employers' contributions to National Insurance and employers' contributions to pension schemes;
 - b. payments to pooled staffing resources;
 - c. payments for bought-in services;
 - d. overtime payments, to the extent that these are specified in staff terms and conditions;
 - e. payments for childcare vouchers for staff or other payments by way of salary sacrifice schemes.
 - f. modest reward and recognition payments (but these may not be claimed in respect of any connected parties);
 - g. one-off health and welfare costs associated with provision of staffing support, such as eyesight tests and occupational health assessments;
 - h. costs associated with apprenticeships supported by the National Apprenticeship Service; and
 - i. the incidental expenses of volunteers.
- (vii) IPSA has made provision to allow Members to employ interns "provided that the employment conditions comply with the requirements of National Minimum Wage legislation".
- (viii) Under the Scheme, Members are limited to employing one "connected party", i.e., (a) a spouse, civil partner or cohabiting partner of the member; (b) a parent, child, grandparent, grandchild, sibling, uncle, aunt, nephew or niece of the member or of a spouse, civil partner or cohabiting partner of the member; or (c) an individual or organization where there exists a relationship as set out in the Companies Act 2006, unless arrangements to employ more than one such person were in place when the Scheme came into effect.

- (ix) Office Costs Expenditure is provided to meet the costs of renting, equipping and running an MP's office or offices, where these costs are not claimable from other budgets under this Scheme, or from other sources. Office Costs Expenditure may only be claimed for performance of parliamentary functions. It may not be claimed for any alcoholic drinks, stationery provided by the House of Commons, newsletters funding any material, excluding a website, that contains a party political logo or emblem, personal accountancy or tax advice or producing or publishing any material which could be construed as campaign expenditure within the scope of the Political Parties, Elections and Referendums Act 2000.
- (x) The Winding-Up Expenditure is designed to meet the cost of completing the outstanding parliamentary functions of a person who ceases to be an MP. Winding-up Expenditure is payable for two months after a person ceases to be a Member, and is limited to £56,450 for London for non-London Area MPs.
- (xi) A new expenditure heading, Start-up Expenditure, has been introduced since 2011-12 which is available to Members elected after 1 April 2011. This Start-up Expenditure is designed to meet the costs of setting up one or more constituency offices as a new MP and is available for MPs elected to Parliament for the first time for a particular constituency. Also notwithstanding any budgetary limit applicable, IPSA may in its discretion limit the Start-Up Expenditure Budget for individual MPs.
- (xii) Miscellaneous additional Expenses to cover the following circumstances are payable subject to various conditions: Disability assistance; Security assistance; Insurance; Contingency payments; Necessary financial assistance.

4.4.3 Some observations drawn from the UK system:

- It has been observed that there is no separate medical reimbursement facility for MPs of UK Parliament. All MPs are covered under National Health Policy for medical treatment.
- IPSA has published a day-to-day guide for MPs and their staff on managing budgets and employing staff, what to claim and how to claim introduction. This guide concentrates on how MPs can make claims, pay costs directly, manage budget and pay their staff. It also

covers the process of how IPSA publishes claims, so that taxpayers can see how their money is spent in support of MP's Parliamentary functions.

- Besides this, MPs are provided Credit Cards, which they can use for their expenses for payment of certain expenses. All the claims are made through the online expense system and the same are reimbursed to them for the cost.
- The procedure followed by IPSA to reimburse the business cost and expenses of MPs of UK is through online system. The members prefer their claims online and the reimbursement is made to them as per rules. A day-to-day guide for MPs and their staff published by IPSA helps the MPs to know what to claim and how to claim, which is a good thing and can be adopted in our system also.
- Before 2009, MPs of House of Commons were given a flat for life. MPs used to retain the flat even after he ceased to be an M.P. But, in the last decade, there was a big hue and cry from Media and people as well that why an M.P. should be given a flat forever? After all the accommodation is arranged from 'tax-payers' money. So, a law was passed in 2009 that MPs of House of Commons will be given a flat in London on rent basis till he remains an M.P. of House of Commons. MPs of House of Lords are not given any flat or rent for accommodation in London or anywhere else. MPs of House of Lords are paid £ 300/- a day for attending the Parliament Session on attendance basis only.

4.5 Committee System

4.5.1 Due to limitation of working of UK Parliament much of the work of the House of Commons and the House of Lords takes place in Committees.

4.5.2 Some features of the Committee System in UK Parliament are as follows:

Select Committees

Select Committees work in both Houses. They check and report on areas ranging from the work of government departments to economic affairs. The results of these inquiries are public and many require a response from the government. House of Commons Select Committees are largely concerned with examining the work of government departments. Committees in the

House of Lords concentrate on four main areas: Europe, science, economics, and the UK constitution.

Commons Select Committees

There is a Commons Select Committee for each government department, examining three aspects: spending, policies and administration. These departmental committees have a minimum of 11 members, who decide upon the line of inquiry and then gather written and oral evidence. Findings are reported to the Commons, printed, and published on the Parliament website. The government then usually has 60 days to reply to the committee's recommendations. Some Select Committees have a role that crosses departmental boundaries such as the Public Accounts or Environmental Audit Committees. Depending on the issue under consideration they can look at any or all of the government departments. Other Commons Committees are involved in a range of on-going investigations, like administration of the House itself or allegations about the conduct of individual MPs. Committees also have power to appoint specialist advisers. These are not permanent members of staff, but outside specialists paid by the day. They are often, but not always, academics, and are appointed either generally or to assist with particular inquiries.

Lords Select Committees

Select Committees of House of Lords pertains to Administrative, secondary legislation and investigative (and not departmental) functions. Lords Select Committees do not shadow the work of government departments. Their investigations look into specialist subjects, taking advantage of the Lords' expertise and the greater amount of time (compared to MPs) available to them to examine issues.

Joint Committees

Joint Committees are committees consisting of Members of House of Commons and Lords. They have similar powers to Select Committees. Some are set up on a permanent basis while other are for specific purposes, such as examining draft proposals for Bills on various subjects. In Joint Committees, Members from both Houses meet and work as one committee, and appoint a single chairman who can be an MP or Lord. Joint Committees operate like Select Committees.

They may conduct an ongoing examination of a particular area or of a specific matter, such as Draft Bills or House of Lords reform. Reports are available to the public in printed and online formats.

General Committees (including Public Bill Committees)

The main role of General Committees is to consider proposed legislation in detail. This committee system allows faster processing of Bills and is unique to the House of Commons; the Lords meet as a whole House in this function. The committees reflect the political makeup of the House. The government always has a majority.

Committees on Bills

A Public or Private Bill Committee is appointed for each Bill that goes through Parliament. Depending on its complexity, the consideration of a Bill can take a few minutes to a few months. The Lords meet as a whole House in this function (in the debating chamber) or as a Grand Committee away from the chamber. Proceedings in a Grand Committees are the same as Committees of the whole House with an important exception: motions must be passed unanimously, so a dissenting voice from one Member could block an amendment to a Bill.

Naming Public Bill Committees

Each Public Bill Committee is named after the Bill it considers. For example, a committee considering a Bill titled the Climate Bill would be called the Climate Bill Committee. Each committee is assigned a Chairman and debate Bills as they would do in the Commons chamber, with broadly the same rules of debate applying. Public Bill Committees, unlike the Standing Committees they replace, have the power to take written and oral evidence from officials and experts outside of Parliament. This is intended to give Committee members more information on which to make their decisions. The minimum number of Members in a committee is 16 and the maximum is about 50. The proportion of Members in a Public Bill Committee mirrors the political parties' strengths in the Commons, so there is always a government majority. Public Bill Committees examine each Bill line by line. Once a committee has finished looking at a Bill, it reports its conclusions and any amendments made to the Commons, where Members debate the

Bill further. The Bill is printed again with the amendments made by the Public Bill Committee; this is publicly available in printed and online formats. Although the Lords do not meet in Public Bill Committees, they have a report stage to allow further consideration of Bills.

Other General Committees

Additional General Committees exist to debate matters in specific areas, such as the Scottish Grand Committee, the Welsh Grand Committee, the Northern Ireland Grand Committee; committees on Delegated Legislation and European documents.

4.5.3 Some observations drawing from the Committee system in UK Parliament

There is a Liaison Committee in UK Parliament which comprises of Chairmen of all the Select Committees and it is chaired by the Deputy Speaker. It reviews the working of the Select Committees and gives advice on general matters relating to the work of the Committees. It chooses the reports of the Select Committees to be debated in the House and in the Westminster Hall. It calls the Prime Minister twice in a year to take his evidence on policy matters and on domestic and international affairs. In our context, for effective working of Committee system and performance evaluation of each committee, it is felt that feasibility of such a Committee consisting of all the Chairmen of the Committees to be chaired by the Hon'ble Deputy Chairman, Rajya Sabha can be explored.

4.6 Committee on Standards in Public Life and Code of Conduct for Members of House of Lords

4.6.1 The Committee on Standards in Public Life was established in 1994, initially to deal with concerns about unethical conduct amongst MPs, including accepting financial incentives for tabling Parliamentary questions, and issues over procedures for appointment to public bodies. As an independent advisory body to the Government, this Committee monitors, reports and make recommendations on all issues relating to standards in public life. All people in the United Kingdom who are engaged in public life, and that includes all elected representatives, local and national, are expected to behave in accordance with seven principles established by the Committee on Standards in Public Life. These principles provide the backdrop to anyone

engaged in public service. Besides this, the MPs and Peers have specific codes of conduct. The seven general principles of conduct identified by the Committee on Standards in Public Life are Selflessness, Integrity, Objectivity, Accountability, Openness, Honesty, and Leadership.

4.6.2 Members of the House of Lords have a Code of Conduct a copy of which is being forwarded to Training Cell. This Code of Conduct derives its authority from Resolutions of the House of Lords, rather than from any statute or common law and responsibility for its enforcement rests with the House of Lords.

4.6.3 Under the Code, Members are required to inform all relevant interests for entry in the Register of Lords' Interests. The compilation and maintenance of the Register is undertaken by the Registrar of Lords' Interests. The purpose of the Register is to provide openness and accountability by enabling Members to make clear the interests that might be thought by a reasonable Member of the public to influence their actions, speeches or votes in Parliament, or actions taken in their capacity as Members of the House of Lords. Members of the House of Lords are required to complete a registration form and submit it to the Registrar of Lords' Interests within one month of taking their seat. Thereafter it is the responsibility of Members to keep their entry up-to-date by notifying changes in their interests within one month of each change occurring. In case of failure to do so, it amounts to breach of the Code of Conduct. Members are encouraged to correspond with the Registrar by email. Any Member having a registrable interest is forbid to undertake any action, speech or proceeding of the House (except voting) to which the interest would be relevant until they have registered the interest. In cases where Members vote in a division where they have a relevant interest which they have yet to register, they must register the interest within 24hours of the division. The Register is printed and published soon after the beginning of a new Parliament, and annually thereafter. Between publications, the Register is regularly updated in a loose leaf form and, in that form, is available for inspection by Members at the Table of the House, in the Table Office, and in the Library, and by the public in the Search Room of the Parliamentary Archives. The Register is also available online on the parliamentary website. The text is updated fortnightly, and lists of amendments and previous printed texts of the Register are also available. As part of his preparation for reprinting the Register, the Registrar sends a circular to all Members inviting them to check and update their Register entry.

4.6.4 This Register is updated daily when the House is sitting, and is published online. The complete document is made public, which means that Members are not given the opportunity to “edit” their entries for the purposes of public examination. Members may be required to declare their assets, but they do not have to state their liabilities, unlike in India where Members are required to furnish their Liabilities details.

4.6.5 An interesting feature of the Declaration is that Lords are required to declare relevant interests when tabling the Parliamentary business like Questions (for oral or written answer), Motions or amendments to motions and Amendments to legislation. When such an interest is declared, the symbol "[I]" is printed after the Member's name in House of Lords Business. The Table Office and the Public Bill Office cannot accept questions, motions or amendments unless they have received from the Member concerned a written or emailed declaration to the effect that he or she has or does not have an interest relevant to that question, motion or amendment.

4.6.6 In the House of Lords, anyone wishing to make a complaint against a Member of the House of Lords can write to the House of Lords Commissioner for Standards. Complaints submitted by telephone or email are not considered. The House of Lords Commissioner for Standards is responsible for the independent and impartial investigation of alleged breaches of the House of Lords Code of Conduct. This includes investigating breaches of the rules on Members’ financial support and parliamentary facilities. The Commissioner conducts a preliminary assessment of all complaints. The Commissioner first informs the Member concerned of the nature of the complaint and provides copies of the evidence offered in support of it. He sets out the particular provisions of the Code that appear, either on the basis of the complaint, or his preliminary assessment of the facts, to have been breached, at the same time inviting the Member to respond in writing with a full and accurate details of the matters in question. After considering the Member’s written submission, the Commissioner decides either to dismiss the complaint, or to agree remedial action with the Member. Remedial action is agreed if the complaint, though justified, is minor and is acknowledged by the Member concerned. Remedial action involves "putting the record straight”, for instance by making an amendment to the Register and the Member is normally expected to make a formal apology, either in writing or by means of a personal statement in the House. If the Commissioner and Member agree remedial action, the Commissioner reports the circumstances and remedial action

to a Sub-Committee on Lords' Conduct. The Commissioner informs the complainant of the action taken in response to the complaint and reports his findings to the Sub-Committee. The Sub-Committee on Lords' Conduct considers the Commissioner's report and must report it without amendment to the Committee for Privileges. The Sub-Committee, in its report, may comment on the Commissioner's report and on the case. If the Commissioner dismisses the complaint, the Sub-Committee reports his findings to the Committee for Privileges. The task of the Sub-Committee is to recommend any appropriate action that the Member should take to regularise the position (including repayment of money) and any sanction that the House should apply.

4.6.7 In the case of a breach of the Code, the options available to the Sub-Committee in its report to the Committee for Privileges and Conduct include:

- That the Code has been breached but that no action or sanction is appropriate. Where the Member concerned has volunteered appropriate remedial action (such as corrected disclosure or a personal apology to the House), the Sub-Committee may report to the Committee for Privileges and Conduct that it sees no need for the matter to be reported to the House because the remedial action itself involves public acknowledgement of the mistake.
- That the Code has been breached; that the Member's conduct should be drawn to the attention of the House in a report from the Committee for Privileges and Conduct; and, where appropriate, that the Committee for Privileges and Conduct should recommend to the House that the Member be required to take action to regularise the position.
- That the Code has been breached and that the Committee for Privileges and Conduct should recommend to the House that the Member be suspended from the House for a specified period of time not longer than the remainder of the current Parliament.

4.6.8 Where a complaint is not upheld, the Committee for Privileges and Conduct has discretion as to whether to report to the House. When the Committee does not report to the House, it informs the complainant and Member of the outcome of the complaint. Where a complaint is upheld, the Committee for Privileges and Conduct normally reports to the House. The Committee must seek the agreement of the House in any case where it is proposed that a Member be required to take action to regularize the position or that the Member be sanctioned

by suspension. In all cases where there has been an appeal to the Committee for Privileges and Conduct, the Committee publishes a report either upholding or dismissing the appeal. The reports from the Commissioner and Sub-Committee are annexed to the Committee's report. When the Committee reports to the House, the Committee Clerk should show the Member the report shortly before publication and send the complainant the report on publication.

4.6.9 There is also a Code of Conduct for Members of the House of Commons. A major difference between the two Houses in this respect is that while the Lords can suspend one of its Members, the Commons does not have that power. The reason is that the Commons is an elected Chamber and only the electorate can remove an offending Member and then only at an election. The Commons has been considering introducing a power of recall – in other words, the power to require a Member to stand down and seek re-election – but that is not in place yet. The Lords, however, are an appointed Chamber, which makes suspension a viable punishment. Another interesting difference between the two Houses is that the Lords, unlike the Commons, also have a register for the financial interests of the staff of Members of House of Lords.

4.7 Delegated Legislation in UK parliament

There are two types of Statutory Instruments (SIs) namely Affirmative Instruments for which both houses of Parliament must expressly approve them and Negative Instruments which become law without debate or a vote but may be annulled by a regulation of either house of Parliament. In both cases, Parliament's room for maneuver is very limited as Parliament can accept or reject a statutory instrument but cannot amend it.

4.7.1 The House of Lords Delegated Powers Scrutiny Committee

The Delegated Powers Scrutiny Committee keeps under constant review the extent to which legislative powers are delegated by Parliament to government ministers, and examines all Bills with delegating powers which allow SIs to be made before they begin their passage through the House. There is an informal understanding in the Lords that, when the Delegated powers Committee has approved provisions in a Bill for delegated powers, the form of those powers should not normally be the subject of debate during the Bill's subsequent passage. The House of Commons has no equivalent committee.

4.7.2 The House of Lords Secondary Legislation Scrutiny Committee (formerly the Merits Committee)

The Lords Secondary Legislation Scrutiny Committee considers every negative and affirmative SI (or draft SI) laid before Parliament with a view to determining whether the special attention of the House should be drawn to it on grounds that it is politically or legally important or gives rise to issues of public policy likely to be of interest to the House, being inappropriate in view of the changed circumstances since the passage of the parent Act, may inappropriately implement EU legislation or may imperfectly achieve its policy objectives.

4.7.3 The Delegated Powers and Regulatory Reform Committee and the Secondary Legislation Scrutiny Committee's role is to advise the House of Lords, and it is for the House to decide whether or not to act on the Committee's conclusions. The House of Commons has no equivalent committee.

4.7.4 Most statutory instruments subject to parliamentary procedure are examined by the Joint Committee on Statutory Instruments. The Commons Members of this committee sometimes sit separately to consider instruments laid before the Commons alone (usually dealing with financial matters). The Joint Committee has the services of Counsel to the Speaker and the Lord Chairman of Committees available during its deliberations. They may, like other Select Committees, take oral or written evidence, but only from the responsible Government Department on instruments they are considering. Some SIs (e.g. local orders not laid before Parliament) are not scrutinized by either Committee. These Committees do not consider the merits of any SI. They are responsible for ensuring that a Minister's powers are being carried out in accordance with the provisions of the enabling Act. They report to the House any instance where the authority of the Act has been exceeded, or any which reveal an "unusual or unexpected" use of the powers, or have been drafted defectively, or where the instrument might require further explanation. These Reports are printed as House of Commons and House of Lords papers and are available on the website.

4.8 Miscellaneous observations

4.8.1 Websites of Parliament of UK

4.8.1.1 Two comprehensive websites providing exhaustive Parliamentary Information relating to Members of Parliament, Parliamentary Business, both the Houses of Parliament, Questions, Bills and Legislation, Committees, Publication and Records, Procedures etc have been developed. The website with the address <http://www.parliament.uk/> is the main Internet site which is the source of all kinds of information and resources that relate to functioning, education, outreach, debates, etc about the UK parliament and the two Houses of Parliament. Another website <http://intranet.parliament.uk> ,which is an Intranet site, has been developed for specific use of Members of Parliament, their staff and Parliamentary staff. This is a secure site and is not accessible to someone without a UK Parliamentary network account. The Internet website of Parliament of UK is a one stop point for all kinds of information relating to UK parliament and contains loads of material of interest to the media and public at large. Website of Parliament of UK is very interactive in nature and all steps have been taken to connect the public to Parliament through its website. The main logic behind this is that Parliament is the heart of democracy which can hold accountable Government and therefore it concerns to all. Various features like Quiz, Competitions, Awards, Know your MP, Parliament week, Youth Parliament etc. have been added to connect the public especially youths and school children of the country. Besides, website of Parliament of UK is connected to various social sites like Face book, Twitter, Flickr, YouTube etc. and people follow and share views through these social websites. Most of the information available on the website of Parliament of UK is updated on real time basis.

4.8.1.2 Information technology services to UK parliament and both the Houses is provided through a joint Department of the House of Commons and the House of Lords named as Parliamentary Information and Communications Technology (PICT). PICT supports Parliament by embracing new and innovative technologies and providing a secure and efficient network and desktop environment for MPs, Lords and Parliament staff. The work in the department includes service desk and engineering support, telecommunications, server and network management, applications development and support, programme and project management and also more general HR, finance and support services. PICT also provides training for both Houses of Parliament and manages the provision of IT equipment to both Members and House staff. It has more than 300 dedicated employees including Technical manpower (engineers), Managers,

Senior Managers, Developers and Administrative Staff working as a team. This team of employees is responsible for maintenance, development and updation of websites of UK parliament. PICT also undertakes a number of trainings courses for MPs, their staff and employees. They have around four dedicated training rooms, each fully equipped with PC's, white boards, projectors and flipcharts. They have full time staff to provide IT training.

4.8.1.3 Customized softwares that are required for the websites and use by various wings of parliament are developed by the in-house development team of PICT Services. For procurement of licensed version of various softwares like MS-Office suite, Anti-virus, Adobe Acrobat Professional software and various hardware, they have a formal procurement team which manages all procurement of software and hardware. Licensed version of various utility software are procured on bulk. Regarding hardware maintenance, they buy extended warranties for all hardware procured for use in Parliament. However, once these extended warranties expire, they have team of engineers for maintaining the hardware equipment.

4.8.2 Connecting Parliament with the Public

4.8.2.1 UK Parliament is dedicated towards bringing the Parliament closer to the public. Their aim is to make people, especially the youth, understand and get involved in Parliament. To promote this, they are following various programmes :-

- Encouraging school visits to Parliament;
- Workshops on 'making laws', 'Elections' and 'voting' or 'Campaigning';
- Student Parliamentary debates;
- Teaching the teachers to understand better as to how the Parliament works which in turn would help the teachers to teach their students in a better way about the working of the Parliament;
- Awards and Competitions to encourage youth to participate;
- Resources for teachers, educators and young people online; and many other initiatives.

4.8.2.2 In order to effectively further this aim, a Parliament Education service functions which works with schools to support young people's understanding of Parliament and democracy. Parliament's Education Service provides hundreds of free resources for political

literacy lessons, runs education workshops in schools, and arranges visits to Parliament. This provides a range of opportunities for youth education through its Educational Service, including school tours, a parliamentary quiz web application, and video games. It also has more than 40 educational videos on its YouTube channel. The UK parliament website targets students at 5-11 years 11-14 years and 14-18 years explaining all about Parliament, their Education Service, and provides the latest education news from Parliament. One of the innovative steps that they have taken relates to a computer game named “Play MP For A Week” in which the player has to keep his party and voters happy enough to survive the week.

4.8.2.3 In our scenario also, educating the youth and making them aware about the functioning and importance of Parliament is certainly the need of the time and it is felt that having a dedicated Cell, under Training or IT to look after educating our citizens especially students about the working of our Parliament can go a long way in building such a bridge.

4.8.3 Budget

4.8.3.1 One of the important elements in the budget preparation of the House of Commons and House of Lords is that the estimates are prepared on a three year rolling programme. As the three years progress, the estimates for years 2 and 3 will be refined, so that at the end of year 1, when year 2 is about to become year 1, the estimates will be finalized. It is felt that this idea to project the estimates on a three year rolling basis would be beneficial and would not only help in short term planning but also medium term planning which would go a long way in better and fruitful identification of various requirements and utilization of funds. To serve as an example, Stores Section can take a stock of their Inventory and clearly identify the goods that would be required by them in year 1, 2 and 3. Thus, if the matter relates to a photocopier, they can take the requests of the sections as well as go through their records and identify the Photocopiers that need to be replaced in the next three years. Accordingly, they can work out the estimates for the same during the next three financial years. This would be particularly useful when in any financial year, due to austerity guidelines, they are not able to make the purchases of photocopiers, they will be having a clear idea of the items that can be postponed during the next financial year so as to make purchases of the photocopiers. Such a three year projection would be suitably applicable to all the Sections be it IT Section, G.A. Section, Sales & Archives, and

even to those sections who are not concerned with the purchase but with other matters like training, travel etc.

4.8.3.2 Departments in the House of Commons/House of Lords prepare their estimates after a series of *challenge meetings* which involve the Department Head, the Director of the Finance Department, his team and the Director of another Department. The Director of the Department whose budget is being discussed is challenged by the Director of Finance and the Director of the other Department, over the content and objectives of budget. When the challenge meetings are complete and all the outstanding issues are resolved, the Director of Finance, who heads the Central Finance Department, collects all Departments Budgets together and brings a combined budget proposal to the 'Management Board'. The Board then looks at the overall budget, but there is still the opportunity for challenge and discussion. There are attempts, in the event of an unresolved issue, to arrive at a common agreement, but, where agreement cannot be arrived at, the Chief Executive makes a final decision. The Management Board maintains continuing surveillance and oversight over the progress of the Departments Budgets as the year progresses. Each Department submits to the Chief Executive (not to the Director of Finance), a monthly report that covers not only the budget but also Department's performance and risks associated with its finances and operations. These Performances and Risk Reports of Departments are collated by the Office of the Chief Executive into a single report, which is then considered by the Management Board. The Board discusses the combined performance and risk report to keep a close eye on the way in which the House Administration is performing throughout the year.

4.8.3.3 Once the 'Management Board' approves the Estimates, the matter goes to House of Commons Commission which refers the estimates to the Estimates & Audit Committee. Once the same is approved, the estimate is submitted to the House of Commons for approval. Such a Committee also exists in the House of Lords.

4.8.3.4 The process for devising and approving the estimates is more or less the same in both the House of Commons and House of Lords, but with the inability of the Lords to decide on money matters means that there is a constitutional difference between the two Houses. Whereas the Commons approves its own expenditure, the House of Lords submit its proposals to the Treasury but are not subject to Government controls. Both Houses however abide by the general rules of public sector finance.

4.8.3.5 Drawing from the above, it is felt that having a “Committee” of Members to finalize the Estimates of the Rajya Sabha can be considered in line with a similar Committee existing in Lok Sabha Secretariat. Also, the method of preparation of Budget estimates can be examined for developing something similar for our Organization.

4.8.4 Staff training programme

In the UK Parliament Secretariat, there is a two months induction course for the new staff. This makes the incumbent get conversant with the working of all the departments. During the training and interaction with the trainers, it came out that this induction course helps the staff tremendously and holds him in good stead whenever he is required to work for other Departments. Necessity of having an induction level training in our scenario has also been felt for long and it is felt that it is high time we decided to put in place a mechanism to ensure such a training course for recruits joining the secretariat. Also, we have forwarded ‘Staff Handbooks’ for both House of Commons and House of Lords to the Training Cell. These handbooks contain all the information that an employee is required to know right from his induction into the House of Commons Service/ House of Lords Service upto his retirement and thereafter. It is felt that our Secretariat can also think of moving towards preparing a similar Handbook which would be of immense benefit to all employees.

4.8.5 Sale of souvenir items

UK Parliament has been carrying out many revenue-raising activities to reduce costs, notably through catering, retail and visitor services. The focus is on three main areas: tours for paying visitors, retail outlets and events and catering bookings for third parties (not through Members or their staff). In our context, keeping the security of the Parliament House Complex in view, some of these revenue raising activities may not be possible. However, there is one area where we can think of raising some more revenue than what is being done at present is promoting the sale of Souvenirs and Publications through Rajya Sabha Website. At present, there is only a simple ‘rate list’ of the Souvenirs that is available on the website. Our Secretariat can also think on similar lines by developing an online shop on the Rajya Sabha Website and adding good and unique souvenirs for sale. Similar action can also be taken for the Rajya Sabha Publications.

5. Observations and suggestions about the training Course

5.1 The training course on “Parliamentary Administration: Benchmarking against UK Parliament” conducted by Royal Institute of Public Administration (RIPA) is the first Overseas training course that all Members of our group have been exposed to. Training facilities, atmosphere and care of participants’s need that RIPA offers is excellent. There was extensive use of IT teaching facilities like tablets, electronic smart boards and electronic document management allowing seamless integration between the speaker and the participants. Lectures were in the form of PowerPoint presentations and handwritten notes on the board got instantly digitized as PDF documents and got shared on the tablet devices that were provided,. Innovative teaching methodology placing strong reliance on interaction, participation and involvement made the learning sessions hugely informative. We felt that the visits that were part of the programme were extremely relevant and the strategic programme ensured that participants got value for money. The things we learnt from the visits and various guest speakers have been noticed to be most useful to the work we do in our Secretariat. The course was very insightful and enlightening and we had exciting and fruitful discussions with the learned speakers and the knowledge acquired within the two weeks of the programme is to put it simply “unquantifiable”. We without hesitation can admit that this course has brought a positive impact in us which shall surely result in us moving towards making improvements in our processes through efficiency, consistent productivity and newer perspectives. It is felt that this training goes a long way in development of our individual skills making us better able to contribute to the overall success of our Organization.

5.2 During our interactions with the Director of Studies, esteemed faculty and Parliamentary Officers, various documents that can be helpful in understanding the working of UK Parliament were made available to us. We are forwarding the same to Training Cell so that, in case the Section finds fit, it may refer the same to concerned Offices/Sections so that they can go through them. During our discussions with the Director of studies of our Course and other RIPA Officials, the following points came out:

- the fact that our group consisted of persons having a background handling the Parliamentary , Legislative , Administrative and financial work in our Secretariat was appreciated by the Speakers and Director of Studies(Mr. Ian Church) as this got translated into mutually beneficial interactions, interventions and queries. Their general

view was that the course content as has been designed effectively caters to participants who , in their respective organizations, are familiar with the topics and have experience to recognize the procedures and issued involved therein.

- Mr. Church also suggested that in case Rajya Saba Secretariat desires it can get in touch with him/RIPA, one–two months before the course starts so that the topics for lectures that are being considered can be designed so as to integrate any particular relevant topic of interest to the participants/Rajya Sabha Secretariat.
- the course content provides an exhaustive introduction to the working of the Houses of UK Parliament. RIPA officials were of the view that in case there is any customized requirement for putting together another course that tackles the procedural working and handling of issues arising in various Departments like Committees, Questions, Legislation, Information and Computer Technology or Websites and informs the participants in much greater detail, can be designed, which can act as the second ladder of learning for participants who have already had the gainful opportunity of RIPA's Parliamentary Administration course.

6. In the end we express our thanks and deep gratitude for all the Officers and staff of Training Cell and Conference & Protocol Section who made this learning opportunity possible. We thank our respected Secretary-General for nominating us and are sure that under his visionary guidance such training opportunities shall abound bringing immense benefits to our esteemed organization.

(Rajendra Prasad Shukla)

(Mohd. Salamuddin)

(Bhupendra Bhaskar)

(Indira Chaturvedi Vaidya)

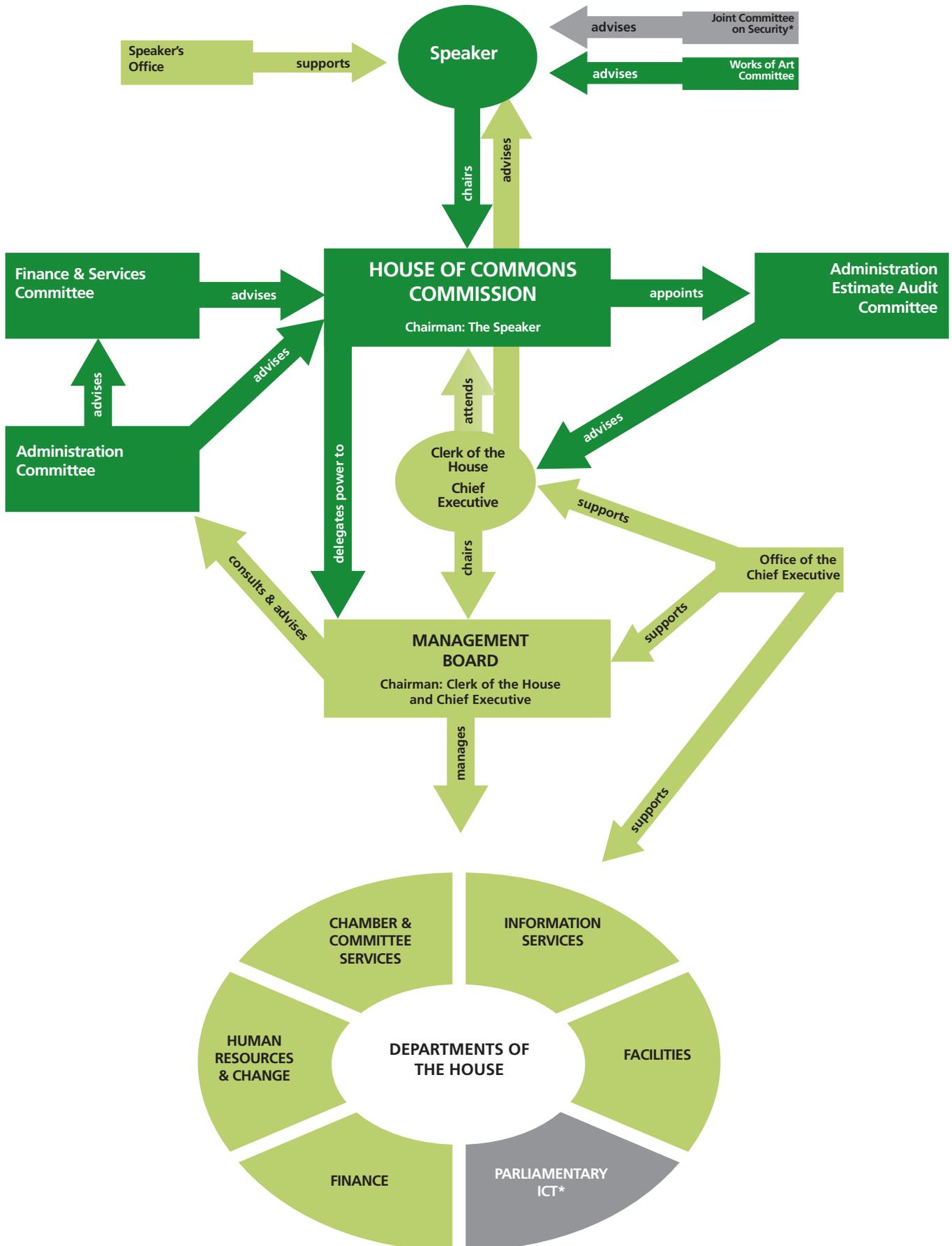
(Nidhi Chaturvedi)

(Ashwani Kumar)

(Har Prateek Arya)

(Arun Kumar)

The Governance Structure of the House of Commons Administration



*Joint Services with the House of Lords