



REPUBLIC OF KENYA  
NATIONAL ASSEMBLY



**REPORT ON THE KENYA  
PARLIAMENTARY STAFF STUDY VISIT TO  
THE ISLE OF MAN;  
APRIL 10-19, 2011**

National Assembly  
Parliament buildings  
Nairobi

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## 1. BACKGROUND OF THE STUDY VISIT

The genesis of the study visit to the Isle of Man by a delegation of parliamentary officers from the Kenyan Parliament can be traced from the cordial parliamentary relations between the two Commonwealth countries, augmented further during the 56<sup>th</sup> Commonwealth Parliamentary Association (CPA) Conference held in September 2010, in Nairobi, Kenya. The need to undertake this study visit was further given impetus by the ushering in of a new Constitution in Kenya that calls for bicameral system of parliament.

The Kenya Parliament therefore, saw the need to attach officers to the Isle of Man Parliament for one week, to enhance and equip them with requisite skills and experience necessary for the the operations and workings of a bicameral system of parliament.

The delegation was drawn from various directorates/departments in the Kenyan Parliament and comprised of:

- I. Mr. Clement Nyandiere - Director, Information and Research / Delegation leader
- II. Mr. Paul Onyangoh - Principal Finance Officer
- III. Mr. S. Njenga Njuguna - Principal Research Officer/ Delegation secretary
- IV. Mr. Harun Okal - Senior Serjeant-at-Arms Officer
- V. Mr. John N. Mutega - Third Clerk Assistant

The delegation departed Kenya on Saturday April 09, 2011 and arrived in the Isle of Man on the afternoon of Sunday, April 10, 2011 and concluded its study programme on Monday, April 18, 2011.

## 2. UNDERSTANDING THE ISLE OF MAN

The Isle of Man, otherwise known as the MAN, is a self governing British Crown Dependency island, located in the Irish Sea, between the islands of Great Britain and Ireland within the British Isles. The island is not part of the United Kingdom. However, the international affairs and defence matters of the Isle of Man are handled by the United Kingdom authorities, with the Island only making financial contribution but enjoying a high degree of autonomy in all other areas- it has its own laws, courts, and government. The Island's current status as a Crown Dependency dates from year 1765 when the lordship of Man was re-vested in the British Crown. The Isle of Man's Head of State is the Queen/King of the United Kingdom who is represented in the Island by a Lieutenant Governor. As the Queen's representative, the Lieutenant Governor performs specified ceremonial and constitutional responsibilities such as granting Royal Assent to Bills passed by parliament of the isle of man(Tynwald).

The Isle of Man has a population of 81,000 people with a Gross Domestic Product (GDP) of \$35,000. The Island has parliamentary democracy with no political-party system. The

Parliamentary elections all held in September of each year and consequently, the new Members elect the members of the Legislative Council.

### **3. OVERVIEW OF THE MANX PARLIAMENTARY SYSTEM**

The delegation began the attachment by a brief from the Clerk of the House of Keys who is also clerk of the Tynwald accompanied by the Clerk of the Legislative Council (UPPER HOUSE). From this meeting, the delegation learnt that the Tynwald is the world's oldest parliament in continuous operation and celebrated its Millennium in 1979. The Parliamentary System also known as the Manx Parliamentary System is a tri-cameral system that comprises of three Chambers namely; the House of Keys, the Legislative Council and the Tynwald Court.

#### **A. THE HOUSE OF KEYS**

In the same meeting with the Clerk of the House of Tynwald, the delegation noted that the House of Keys has a chequered history that stretches back to the 9<sup>th</sup> century when the Viking Kings ruled the Isle of Man. The House of Keys is the equivalent of the House of Commons in the United Kingdom or the yet to be set up, National Assembly of Kenya. At the time of the extended Kingdom of Man, the House had thirty two members but since about 1156 it has had a constant membership of twenty four "Keys" with a varying size and distribution of constituencies.

The Members are popularly elected and represent 15 constituencies. Some constituencies have either one, two or three seats. It was also observed that candidates gunning for the House of Keys must have lived in the Island for a period of not less than five years. The term of the House of Keys, as required by law, runs for five years' period, after which fresh General Elections are held. After each General Election, the Members of the House of Keys elect their Speaker amongst the elected Members. The delegation noted that the Speaker upon election does not relinquish his constituency seat like it's the case in many other parliamentary jurisdictions. The officers also learnt that, after the Speaker is elected, the House of Keys waits for the next Tynwald sittings where the Chief Minister is immediately elected, who in turn elects nine (9) more Ministers a term commonly used interchangeably with the Heads of Department.

The delegation further learnt that, the first popular election in House of Keys of Isle of Man was held in 1867 on a limited franchise. Women in Isle of Man were given power to vote in 1881, four decades before they were enfranchised in the United Kingdom.

The staff team learnt that in 1986, the Single Transferable Vote (STV) proportional voting was introduced in 1986 but the Island reverted to the First-Past-The-Post (FPTP) voting in 1996. The FPTP is a plurality, electoral system that results in an election of a candidate who

can be supported by less than 50% of the voters. The delegation noted that this departure is in a way undemocratic and this could have better addressed by the STV preferential voting.

The delegation further observed that, bills introduced in the House of Keys are considered in four stages; first reading, second reading, clauses stage, and finally the third reading. The clauses stage is almost similar to the Committee of the Whole House in the Kenyan Parliament.

The principal function of the House is the consideration of legislation. By convention, Bills are considered first in the House of Keys and then in the Legislative Council. The rationale of the convention is that Bills, which may affect the rights of the citizen or have financial implications, should first be considered by the directly elected Branch of the Legislature.

In the House of Keys, Questions can be put to the Ministers as part of oversight checks on the Executive. The sittings of this House are held on a weekly basis.

## **B. THE LEGISLATIVE COUNCIL**

The delegation also met the Clerk of the Legislative Council and the President of Tynwald who is also the President (Speaker) of the Legislative Council - the Upper House and wanted to know the workings and operations of the Council. From the onset, the delegation observed that the Legislative Council is the equivalent of the House of Lords in the United Kingdom or the yet to be set up, Senate of Kenya. The Legislative Council is comprised of 11 members: the President of Tynwald, two *ex officio* members (the Lord Bishop of Sodor & Man and Her Majesty's Attorney General) and eight members elected by the House of Keys to a five year years' term in two staggered groups of four.

In both the Legislative Council and Tynwald Court, Her Majesty Attorney General has no casting vote either in the Legislative Council or in Tynwald Court. The Speaker of the Legislative Council who is also the President of Tynwald is elected by and from the Tynwald Members, and presides over the sittings of the Legislative Council and Tynwald.

The Council only considers secondary legislation emanating from the House of Keys and motions. Just like in the House of Keys, the bills pass through the first, second, clauses and third stages in the Legislative Council. Although it is possible for Bills to be first introduced into the Council, by convention, Bills are now usually first introduced into the Keys and the Council has become primarily a revising chamber.

In each of the two Houses, Committees can be formed to investigate any of the Bill's content. In the event there are disagreements between the Houses, the House of Keys asks for deputations (conference) where each House send at least two Members to mediate and reach a compromise who will then report back to the Tynwald. Once a bill is agreed on and passed by each House, it is presented for the signing by all Members of the Houses of Keys

and Legislative Council at sitting of Tynwald Court. A request is then transmitted to the Lord of Man (Queen) for Royal Assent. Ideally, the Lieutenant Governor signs on behalf of the Queen.

### C. TYNWALD COURT

The Tynwald Court is the third Chamber of the Tynwald. It is simply the joint sitting of the Houses of Keys and Legislative Council. The function of the two Chambers sitting separately is to consider primary legislation whereas the key function of Tynwald Court is to determine policy, finance, and secondary legislation. The Tynwald Court authorizes the expenditure of the Isle of Man Government and scrutinizes administration of this expenditure. The delegation had the privilege to participate in the Tynwald Court besides the two Clerks of the two Houses which gave the officers a hands on learning approach on how a Tynwald Court is conducted by practically attending the Chamber/ Court and participating on the Clerks'-Table.

The officers noted that in all the Houses, the Agenda is set out in two set of order papers: the first with all the Questions (requiring oral and written replies) and second capturing the motions and bills for deliberation.

The officers further learnt, as opposed to preserving the front bench for Government Ministers, the Tynwald Court as well as the House of Keys have no this provision and instead members in all Houses have specific seats that are even labeled. This quite assists in recording and confirming voice-records in the official Hansard reports. The delegation noted that this voice recognition technology saves time and is over 95% error-proofs.

In all the three chambers the Members vote electronically. Indeed, members are only accorded 10 seconds to vote on an issue before the results are announced displayed electronically and the speaker makes a formal announcement of the results.

The officers also learnt, in the Tynwald and other houses, there are no formal political parties and members mostly operate as independents.

Interestingly, the delegation noted that, once a bill has been separately passed by the two Houses (Keys and Legislative Council), Members sitting as the Tynwald have to sign physically on it (passed around by the Clerk), before it is transmitted to the Lt. Governor for the Royal Assent.

### TYNWALD DAY July

Every year in accordance with ancient traditions, All bills passed by Tynwald are read out or promulgated to the citizens in a public ceremony held on 5<sup>th</sup> July every year, during which time the Lieutenant Governor, the President of Tynwald and the Speaker of the House of Keys use quill pens to sign certificates ascertaining the promulgation of the laws. Its also a

tradition that during this day, citizens or persons wishing to present petitions for redress of grievances are invited to do so publicly to the leaders on key public concerns.

#### **4. THE WORKINGS OF THE SENESCHAL (SERGEANT-AT-ARMS)**

The delegation met with the Seneschal (Sergeant-At-Arms) of the Tynwald who took the officers through both the security and messengerial duties tasked with the Seneschals. Seneschal refers to the keeper of the great House. The officers envied the high technology used by the Tynwald in its security both from the entry doors most of which are bar-coded. The movement from one level of the building to the other has also been eased by escalator-seats for the overweight and disabled persons.

#### **5. THE COMMITTEES SYSTEM OF TYNWALD**

The officers learnt that the Committees of Tynwald are mainly categorized as either Standing Committees or Select Committees. The officers noted that there Standing Committees specifically set to cater for each chamber whereas Select Committees cuts across the two Chambers. Tynwald Court or the two chambers can appoint temporary Committees or Select Committees on an *ad hoc* basis to look into specific issues. These committees can be outlined as follows:

##### **A. Standing Committees of Tynwald:**

- a) Public Accounts Committee
- b) Scrutiny Committee
- c) Ecclesiastical Committee
- d) Standing Committee on Economic Initiatives
- e) Standing Committee on Constitutional Matters
- f) Standing Committee on Emoluments
- g) Members' Pension Management Committee
- h) Standing Orders Committee
- i) Tynwald Ceremony Arrangements Committee
- j) Standards and Members Interests Committee
- k) Tynwald Honours Committee

##### **B. Standing Committees of the House of Keys**

- a) Keys' Management and Members' Standards Committee
- b) Standing Orders Committee of the Keys

### C. Standing Committees of the House of Keys

- a) Standing Orders Committee of the Legislative Council
- b) CPA Executive Committee

### D. Select Committees of Tynwald

- a) Select Committee on the Committee System
- b) Select Committee on Manx Electricity Authority
- c) Select Committee on Crossag Farm
- d) Select Committee on Kaupthing Singer Friedlander
- e) Select Committee on the Television License
- f) Select Committee on Service Changes and Freehold of Properties

**Note:** The Tynwald has a joint committee called the Tynwald Management Committee. The membership is appointed by the two chambers sitting separately.

The delegation observed and noted that since each chamber can unilaterally appoint a Committee to consider a Bill which is before it; there is likelihood of duplication of roles. There is potential for overlap between the works of the established Standing Committees of Tynwald. For example, the work of the Economic Initiatives Committee includes economic factors generally which may affect the Isle of Man while that of the Public Accounts Committee includes any financial matter relating to a Government Department or Statutory Body. There is no formal structure for managing these overlaps.

The delegation further noted that under the Manx parliamentary system, most Members of Tynwald are offered some role in Executive Government. There can be temptations of a Member to compromise the scrutiny function at the expense of his/her executive role he/she is called upon to exercise.

However, the officers appreciated that, a number of mechanisms have been put in place to manage any potential conflict of interest. For instance, in the PAC, the President, Speaker, Ministers and Treasury Members are ineligible to serve. Also members are not allowed to participate in scrutiny work where the accounts of any body of which they are a member are being considered. Further, Committee's quorum has been reduced to only three thus enabling up the three members to transact business at any one time.

Further, the committees of Tynwald or the two Houses have statutory powers under the Tynwald Proceedings Act 1876 to compel the attendance of witnesses or the production of documents. The Act provides that:



*“witnesses may be summoned to appear before the Court, or either House, or a committee specially empowered by the Court or either House to take evidence; ... and the attendance of witnesses and the production of papers, documents, or records may be enforced in like manner as in the case of witnesses or persons summoned to appear personally or to produce documents before a Court of Justice”.*

The officers heard that, these powers are not often used but they have proved useful and a case in point when the PAC used these powers to make an order requiring production and disclosure of the agreement between the Department of Home Affairs (DHA) and former Deputy Chief Constable which would otherwise have been prevented by the confidentiality clause in the agreement.

The officers also noted that the evidence given to Committees is protected by privilege under the Isle of Man Proceedings Act 1984, which provides that an “answer by a person to a question put by the Court or either House or a committee thereof shall not, except in the case of proceedings before the Court or either House for contempt, be admissible in evidence against him in any civil or criminal proceedings”.

Standing Orders provide that oral evidence heard by Committees should be heard in public unless the Committee determines otherwise. Such determinations are made from time to time, more often by Standing Committees than by Select Committees. The committee noted this move as a great step towards openness and transparency.

The Committees of Tynwald are well supported. They are able to call upon specialist on technical issues whose expenditures are met under the Legislature vote.

## **6. THE OFFICE OF THE OFFICIAL REPORT (HANSARD)**

The first stage in the production of all Official Reports involves converting recorded sound to a text which can be edited. In Tynwald Court and the House of Keys, this first stage is done using pioneering Voice Recognition technology. In the Legislative Council and Select Committees, the first stage is currently undertaken by audio typists although plans are in place to roll out Voice Recognition to all our Reports. The editorial process gets underway as soon as a text is available. The Hansard officers start producing edited text within hours of the beginning of a session.

Currently, the Official Report is published in two phases: an Early Publication which constitutes an uploaded format of the ‘Rolling Hansard’ files as soon as sufficient text has been edited and the fully edited publication which is an authoritative record of the relevant proceedings. Immediately the sitting has been adjourned, the final ‘Rolling Hansard’ files are replaced with the Early Publication.

The officers noted that, in the Early Publication, files are coded as A to represent morning, B to represent afternoon and C to represent evening sitting. The Tynwald Written Replies to Questions appear in a separate file coded D. while Keys Written Replies to Questions are included within the file for the relevant morning. Files are published with the date of the sitting and the relevant session letter e.g. for Afternoon sitting of Tuesday 16 April 2011 will read EPT120411B.

The officers were informed that, the department aims to publish at each sitting an Early Publication format as soon as the sitting is adjourned without compromising on quality. This is however, dependent on the time taken, length and complexity of sittings. On average, the department has the following set parameters/ timescales: Tynwald Court, first day – 3 working days; Tynwald Court, second day – 5 working days; House of Keys – 3 working days and Legislative Council – 6 working days

## **7. THE FINANCIAL SUPERVISION COMMISSION OF ISLE OF MAN**

The delegation was able to hold a meeting with the Financial Supervision Commission's Head of Policy and a Senior Policy Advisor with the Commission. The Commission was established in 1983 as an independent statutory body in the Isle of Man with a clear regulatory function as contained in the Financial Services Act of 2008.<sup>1</sup>

On an overview, the Commission's functions revolve around regulation and supervision of persons undertaking regulated activities, mainly; deposit-taking, investment business, services to collective investment schemes, fiduciary services and money transmission services in or from the Isle of Man.

The Commission's regulatory objectives are:

- a) securing an appropriate degree of protection for the customers of persons carrying on a regulated activity;
- b) the reduction of financial crime; and
- c) supporting the Island's economy and its development as an international financial centre.

The work of the Commission is overseen by seven Commissioners appointed by the Treasury, subject to the approval of Tynwald. The Chief Executive is also a Commissioner.

In discharging its functions the Financial Supervision Commission is required to respect the:

- a) need for the regulatory, supervisory and registration regimes to be effective, responsive to commercial developments and proportionate to the benefits which are expected to result from the imposition of any regulatory burden;

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<sup>1</sup> Financial Services Act of 2008, Isle of Man (pg. 3)

- b) need to use its resources in the most efficient and economic way;
- c) desirability of implementing and applying recognized international standards;
- d) desirability of cooperating with governments, regulators and others outside the Island;
- e) need to safeguard the reputation of the Island;
- f) responsibilities of those who manage the affairs of permitted persons;
- g) international character of financial services and markets and the desirability of maintaining the competitive position of the Island;
- h) desirability of facilitating the development of the financial services industry.

## **8. THE BUDGETARY PROCESS**

In a bid to learn more on the budgetary process between Tynwald and the Treasury, the delegation met with a Member of the House of Keys who is also a member of both the Standing Committee on Economic Initiatives and on Public Accounts amongst other committees.

The officers learnt that the Isle of Man Treasury is required by the Treasury Act 1985 to provide each year an estimated surplus of income over expenditure. The Budget is usually presented to Tynwald in February. Under the Standing Orders of Tynwald Court the Budget and the associated documentation is circulated to Tynwald Members five days before the sitting. The Financial Year for the Isle of Man runs from 1<sup>st</sup> April to 31<sup>st</sup> March of the succeeding year.

The officers also learnt that attempts have been made to reform the budgetary process. Specifically, in June 2010, the Hon. Juan Watterson MHK brought to the House of Keys a private Members' Bill whose objectives was to interpose a one-month gap between the publication of the Budget and the Tynwald vote on it. This would have seen the five days period the circulation of the budget to Tynwald Members increased to a month thereby giving them ample time to interrogate the Executive. Nevertheless, the Bill did not carry.

The officers learnt that, the Tynwald wishes that the Treasury would review the budgetary process with a view to providing greater opportunities for input from Tynwald Members taking into account the parliamentary process in other relevant jurisdictions.

## **9. PARLIAMENTARY SCRUTINY**

In the area of financial scrutiny, the delegation first met with the Deputy Speaker and who is a member of the Standing Orders of the Keys, Standing Committee on Constitutional Matters, Standing Committee on Public Accounts amongst other committees to understand the role of committee's role on scrutiny. The officers later attended a meeting of the Scrutiny Committee of Tynwald.

The officers were first taken through parliamentary scrutiny, other than through Committees as follows:-

### a) Primary legislation

Proposed primary legislation is subject to extensive scrutiny by each House in turn. The debating of motions tabled by private members is a way of scrutinizing the Government's legislative proposals. Either chamber may refer a Bill to a Bill Committee with powers to take evidence. The main functions of the House of Keys and the Legislative Council sitting alone are to consider primary legislation. In these Chambers, therefore, private Members' motions typically take the form of motions to introduce Bills. Although such motions may be proposing some innovation or other, the desired innovation is likely to be in response to some perceived failing of the executive (a recent example was a Health Insurance Levy Bill). To that extent a —leave to introduce motion could be regarded as another form of scrutiny.

### b) Secondary legislation

Some secondary legislation is subject to Tynwald approval. Orders made under such powers are debated by Tynwald Court. If Members are not satisfied with the Government's justification for the order they can vote against it. Orders are very rarely voted down, but there have been cases where an order has been delayed following serious concern in the Court (a recent example concerned delimitation of taxi services).

Some secondary legislation is subject to one of a number of available negative procedures. Typically these will provide that an order, once made, may be annulled by Tynwald at the sitting before which it is laid or at the next sitting. Motions to annul orders are rare. There was an example in July 2009 with the High Court Rules. Following the debate the rules were not, in the event, annulled.

Some orders, rules, regulations, or directions which are made under statutory powers are not subject to any Tynwald procedure. Such instruments may be laid before Tynwald, in which case they could be picked up by any Member for debate. This is not a common occurrence.

The officers noted that Private Members' policy motions are regularly tabled for debate in Tynwald Court. A motion can refer to virtually any matter within the jurisdiction of Tynwald, although as with questions there is a rule against *sub judice* matters and this applies in all three Chambers.

If a policy motion requires action by the Government, this action is reported on each October in the Tynwald Policy Decisions Report (TPDR) until it has been completed. The Standing Committee of Tynwald on Scrutiny looks at the TPDR each year and reports to Tynwald with its assessment.

Petitions for redress of grievance which are presented at St John's on Tynwald Day may, if they are in order, be picked up by a Member for debate in Tynwald. To be in order, a petition must not relate to any specific case which could be or has been adjudicated upon by the High Court or any tribunal or arbitration, or any formal officially recognized complaints

procedure, unless the petition shows that in the particular circumstances it is not reasonable to expect the petitioner to resort, or to have resorted, to such remedy.

Questions may be asked of the Government, orally or in writing, in all three Chambers. This may fall under virtually any topic. *Sub judice* matters are excluded in all three Chambers subject to the discretion of the presiding officer. Individual persons may be named only to the extent necessary to make the question intelligible, and questions may not reflect on a person's character or conduct, other than in an official capacity.

Holding answers are occasionally given, but the vast majority of Questions are answered in full at the sitting for which they are tabled. The answer that —the information could only be obtained at a disproportionate cost<sup>13</sup>, which is routinely deployed at Westminster, is rarely if ever given.

In Tynwald Court and the House of Keys, if a Minister is absent from the Chamber, an oral Question is sometimes answered by a Departmental Member on his behalf, or by another Minister. However, the agreement of the Member asking the Question is usually sought. Sometimes a Member will prefer to hold his Question and ask it at a later sitting when the Minister to whom it is directed is present.

In the Legislative Council, where there are no Ministers at present, Questions are answered by a Departmental Member if available. There may be one or more Departments without any MLCs. Questions may still be tabled to these Departments, and a representative is arranged for the purpose of answering the Question. This is usually a former Member of the Department or a former Minister – although often the MLC tabling the Question will also have experience within the Department concerned.

## 10. ISLE OF MAN BRANCH OF THE CPA

The officers met with the Chairperson of the Isle of Man Branch of the CPA Executive Committee who is also a member of the Legislative Council so as to understand the various activities undertaken by the branch. The officers later did a presentation to the CPA Executive Committee of the Isle of Man

In the meeting with the branch Chairperson, the chair reiterated the Commonwealth Parliamentary Association's aim to promote knowledge of the constitutional, legislative, economic, social and cultural aspects of parliamentary democracy through arranging Commonwealth Parliamentary Conferences, and other conferences, seminars, meetings and study groups; and by promoting visits between Members of the Branches of the Association amongst other forums.

The chair informed the delegation that, in 2010 the Isle of Man Branch had a successful year of activities in support of the CPA aims, both overseas and in the Island and highlighted their

hosting of the annual conference of the British Islands and Mediterranean Region in May 2010 in the Island.

The Chair informed the delegation that, the CPA Branch, in every July, they hold a senior school students annual Junior Tynwald sitting, involving around 40 students from five secondary schools, some acting as politicians' and others as representatives of the local media.

The chair for some time dwelt on the Island's participation in the 56th Commonwealth Parliamentary Conference being hosted in Nairobi by the Parliament of Kenya whose theme of the conference was '*Parliament and Development in the 21st Century: Thus Far and Beyond*' where one of the House of Keys Members, Hon. Juan Watterson, MHK gave a presentation on '*Strengthening Financial Oversight in Small Parliaments*' which led to an invitation from the World Bank Institute (WBI) to contribute to an academic study in this area with the CPA. Another Member, Hon. Phillip Gawne, MHK presented on '*Sustainable Development*' a discussion that was timely in light of the salient climatic issues facing the world in the 21st century.

## **11. ISLE OF MAN CIVIL SERVICE**

The Isle of Man Civil Service has around 2000 officers working in nine Departments plus a small number of autonomous, separate offices and boards. The Chief Secretary is the most senior civil servant in the Island. This is the equivalent of the Head of Civil Service in the Kenyan Civil Service. Each department is run by an Officer, an equivalent of the Permanent Secretary. Public officers are generally paid higher salaries than parliamentarians.

There are only nine departments in the entire Civil Service. The nine Chief Executive Officers of the departments plus the Chief Secretary are all appointed by the Civil Service. No political appointments.

## **12. TREASURY RELATIONS WITH THE TYNWALD**

The officers met with the Chief Secretary and Chief Finance Officer to understand how the Treasury relates with the Tynwald. By virtue of the size of Isle of Man, the annual budget is only 18million pounds.

Cognizant to the provisions that Treasury cannot have a budgetary deficit, Parliament have no leeway to adjust the budget. Either accept it in total or disregard it in equal measure.

## **13. THE DEPARTMENT OF ECONOMIC PLANNING**

The officers also met with the Director of the Business Development Agency so as to understand the role of the agency in relation to the economic planning of the Isle of Man.

The officers noted that the Department of Economic Development's ultimate purpose is to promote a successful diversified economy offering employment opportunities for all. The department works more closely with others such as Treasury in promoting the business community, encouraging new business and start-up companies and provide assistance to existing businesses and initiating related legislation, work permits and the development of skills in the workplace.

The objectives, the department has the Business Development Agency whose responsibility is to see the objectives are realized. The Agency has helped deliver a growing and diversified economy that the Isle of Man enjoys today. It is responsible for the licensing of E-Commerce, E-Gaming, Manufacturing, Film and media, Financial Services, aircraft, Ships, Space Tourism.

Interestingly, the Isle of Man prefers to hire specifically trained professionals for specific jobs rather than train the already existing staff.

The agency can zero rate business tax on investors in the Island but not VAT which requires the authority of the Tynwald Court.

#### **14. THE TYNWALD INFORMATION SERVICE**

The Tynwald Information Service was established in 2008 as the result of a review aimed at re-designing Manx parliamentary information services to meet head-on the challenges of the information age.

The vision is of a fully integrated Tynwald Information Service delivering a coherent set of information services to Members of Tynwald and the public. This is the outward face of Tynwald. The full integration of this service has brought together all aspects of information provision previously undertaken in different parts of the Office of the Clerk of Tynwald which included maintenance and development of the Tynwald website; broadcasting and webcasting of proceedings; pro-active outreach work including work with primary and secondary schools; hosting of visits and tours; the Library; the official bookshop and souvenir sales functions; the publication of the Office of the Clerk of Tynwald's own brochures and Annual Report etc; the photograph and image library; and the care and display of Millennium and other artifacts.

This has enhanced coherent service delivery in a way which maximizes efficiency and reduces duplication of effort. The service continues to exploit technological means as a central priority to build on the success of the Tynwald website and deliver more services direct to people's desktops and to maximize the use of new communications. The service has enabled the Clerks at the Table to communicate directly online with officers in the department as proceedings are held

## 15. THE LIEUTENANT GOVERNOR AND LINKS WITH THE EXECUTIVE

The climax of the delegation's visit was indeed paying a courtesy call on the Governor of the island of man, who is the Queen's representative in the Island, so to understand the Governor's role and how his/her office relates with the Tynwald. Interestingly, the team was pleasantly to learn that the current governor was for the first time selected by a panel composed of leaders from the island. His name is H.E. Adam Wood, the former British High Commissioner in Nairobi (2005 – 2008).

The officers learnt that the day-to-day executive functions were largely removed from the Lieutenant Governor through a series of reforms in the 1960s, 70s and 80s which has culminated to the Tynwald having a choice on who is to be their Governor. Tynwald also nominates the Chief Minister from among its Members who in turn appoints other nine Members to be the Ministers of the nine Government Departments. These Departments forms the Executive and are responsible to Tynwald for the development, administration, and implementation of policy to which Tynwald agrees and provides expenditure. Tynwald can remove the Chief Minister on a vote of no confidence in the Council of Ministers. At that stage, the Bill must be signed by a majority of the Members of each Branch if it is to proceed for Royal Assent. The Legislative Council must complete its consideration within specified time limits, or the House of Keys may pass the Bill on its own authority if 17 Members being in favour. Bills that have received the Royal Assent become Acts of Tynwald and are promulgated at St John's on Tynwald Day.

The officers also understood that the Governor's role on the Island is very ceremonial and only statutorily provided issues such as granting Royal Assents to Bills approved by the Tynwald on the Queen's behalf and representing the Queen on gracing the Tynwald Day held on every 5<sup>th</sup> July of the year.

## 16. IMPORTANT LESSONS LEARNT

The following lessons were learnt from the study visit:-

- a) The principal function of the House of Keys (equivalent to Kenya's National Assembly) is to consider primary legislations while the Legislative Council (equivalent of the Senate) considers secondary legislation emanating from the House of Keys. The Council is a revising chamber.
- b) The two Houses sit jointly to consider and determine policy issues, fiscal policies, and secondary legislation and authorize the expenditure of the Government.
- c) The Tynwald has two sets of order papers: the first with all the Questions (requiring oral and written replies) and second capturing the motions and bills for deliberation.
- d) If disagreements arise on a bill between the two Houses, a conference is held where each House sends at least two Members to mediate and reach a compromise.



- e) The Clerk of the House of Keys is also the Clerk of Parliament (Chief Executive) while the Clerk of Legislative Council is the deputy CEO.
- f) In the Tynwald there is no front bench for Government Ministers. Instead seats are labeled with individual member names and connected to the Hansard recording system so as assist on confirming voice-records in the official Hansard reports.
- g) Voting is done electronically and lasts not more than 10 seconds.
- h) The two Houses have different committees dealing with specific matters of each House and joint committees for the two Houses e.g. Management Committee.
- i) Hansard reports are published in two stages: the Early and the fully edited publication.
- j) The Treasury is required by the Law to prepare each year a surplus budget; income should be higher than expenditure.
- k) Students hold annual Junior Tynwald sitting, involving about 40 students from five secondary schools, in which they enact operations of Tynwald.
- l) The use of Computers or lap tops by the Clerks-at-the-Table to communicate directly online with officers in the department as proceedings are on is a major boost to quality debate and timely communications by the Speaker not to mention timely research on an issue by the officer and constant liaison with officers in other departments.
- m) Parliamentary officers are well paid and respected by MPs and allowed to participate in committee deliberations including interrogation of witnesses appearing before committees.

## 17. RECOMMENDATIONS

- a) The Kenya National Assembly and Senate should consider coming up with rules and regulations of holding joint sittings to determine issues that cut across the two Houses.
- b) Parliamentary Questions as a tool for keeping the Executive on check needs to be assessed on how to implement them in the new Parliamentary structure.
- c) Regulations should be put in place to allow the Clerks-at-the-Table to use computers while in the Chamber as the proceedings are taking place in line with the unfolding technology.
- d) The Kenyan Parliament should consider having specific committees for each House to deal with specific issues while at the same time, have joint committees to deal with issues that touch on the two Houses.
- e) The Kenyan Parliament should invest more facilities for facilitating in the movement of persons with disabilities by mounting Stair Lifts in the Main Building and County Hall.
- f) Kenya Parliament needs to develop a mechanism where officers can give direct guidance to committees for example during enquiries, staff should be allowed to question witnesses especially where technical expertise of the officers is needed.

- g) The Parliament of Kenya should carefully study what additional staff, if at all, it will need as the Senate comes to be and what aspects should be outsourced.

## 18. CONCLUSION

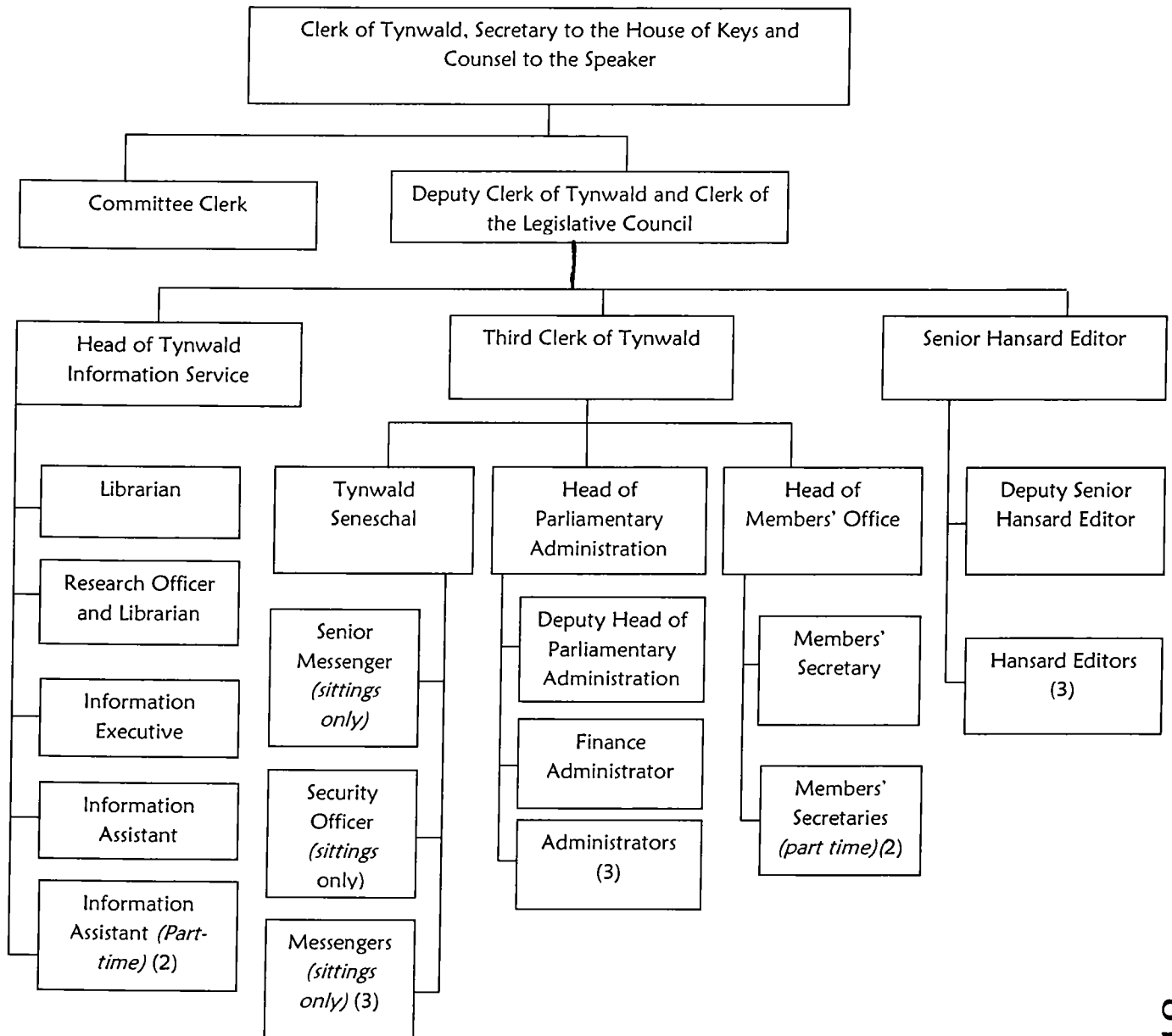
It was exciting and inspiring to note how the leadership and people of the Isle of Man have a common and shared drive to position the island as an investment destination for banking, insurance, tourism, ICT and other high tech systems, shipping and sports. The island has also positioned itself and protected its brand image through ethical leadership who serve the interest of the people and the island, This is the spirit with which Kenyans and the leadership ought to embrace to drive Kenya towards fulfilling Vision 2030, create wealth and value addition through well structured education and training programmes to inculcate youths entrepreneurship skills that can make Kenya an enterprising service driven economy in the east and central African region.

The delegation thanks the Members of Parliament and staff of the Isle of Man Parliament and also officials of various Government departments for being kind enough to share their experiences and also induct the team during the attachment period.

Thanks also go to the Clerk of the National Assembly for his gracious gesture of allowing the delegation to travel and benefit from the experiences of other jurisdictions.

# APPENDICES

## Appendix 1: Organization Structure of the Tynwald



Appendix 2: Selected Photographs



*The delegation pauses for a group photo before a chamber session with from front row, Mr Roger Philips (Clerk of Tynwald) and Mr Jonathan King (Deputy Clerk)*



*The delegation meets with Mr Will Greenhow, the Government Chief Secretary (left) and Mr Mark Shimmin, the Government Chief Financial Officer (far right), at the Government Offices in Douglas*

### Appendix 3: Members of the delegation

Name	Designation	Signature
Clement Nyandiere	Director, Information & Research	 .....
Paul Onyangoh	Principal Finance Officer	 .....
Mr. S. Njenga Njuguna	Principal Research Officer	 .....
Harun Okal	Senior Serjeant-at-Arms Officer	 .....
John N. Mutega	Third Clerk Assistant	 .....

Dated: 21<sup>st</sup> April 2011

Laid on 10/5/2011

**KENYA NATIONAL ASSEMBLY**



**REPORT OF STUDY TOUR TO THE PARLIAMENTS OF  
ITALY AND SPAIN BY THE LIBRARY COMMITTEE  
OF THE NATIONAL ASSEMBLY OF KENYA  
7<sup>TH</sup> – 19<sup>TH</sup> NOVEMBER 2010**

**CLERKS CHAMBERS**

**PARLIAMENT BUILDINGS**

**NAIROBI**

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## **1.0 PREFACE**

Mr. Speaker, the library committee is established under standing order number 193 under the Chairmanship of the Deputy Speaker. It is one of the important committees of the House whose mandate is as follows:

- (a) Oversee provision of library, publications and research services in Parliament,
- (b) Consider and advise on such matters concerning the library as may be referred to it by the House from time to time;
- (c) Make proposals and consider suggestions for the improvement of the library; and
- (d) Assist Members of the National Assembly in utilizing the facilities provided by library and research services including information and communications technology.

The library is a vital partner in the legislative work of the Kenya National Assembly (KNA). It provides members of parliament with access to information resources and assistance in using them.

The Library's main objective is to provide the best library service, and to be responsive, innovative and professional.

The Library Committee provides a forum for open discussion of matters relating to the Library and its services as well as those of the research and the ICT services in parliament

This offers an opportunity for members to share in policy-making decisions and to make suggestions for improvements in service provision thereby forming the link between the library and its core users.

The history of the Kenya National Assembly Library dates back to 1910. In 1954 when parliament building was opened at its present site a room was set

aside for the library in its current location. Over the years the library has expanded both in stock and size. Currently the library operates in the two parliament buildings i.e.

- (i) **Main Building Library** which is used as a reference center by both Mps and staff of the National Assembly.
- (ii) **The County Hall** which serves as an archive for all the parliamentary documents which have historical value and are consulted from time to time.

#### **MEMBERS OF THE LIBRARY COMMITTEE**

- |        |                           |   |               |
|--------|---------------------------|---|---------------|
| (i)    | The Hon. Farah Maalim, MP | - | Chairman      |
| (ii)   | Hon, Silas Rutere, MP     | - | Vice Chairman |
| (iii)  | Hon. Isaac Muoki, MP      |   |               |
| (iv)   | Hon. Benson Mbai, MP      |   |               |
| (v)    | Hon. Rachel Shebesh, MP   |   |               |
| (vi)   | Hon. Benjamin Magwaga, MP |   |               |
| (vii)  | Hon. Walter Nyambati, MP  |   |               |
| (viii) | Hon. Sam Mwaita, MP       |   |               |
| (ix)   | Hon. Joseph Kiuna, MP     |   |               |
| (x)    | Hon. Hasan Joho, MP       |   |               |

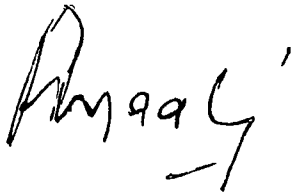
#### **The delegation comprised of the following members and staff**

- (i) Hon. Farah Maalim (Deputy Speaker) - Leader of Delegation
- (ii) Hon Silas Muriuki, MP
- (iii) Hon. Isaac Muoki, MP
- (iv) Hon. Walter Nyambati, MP
- (v) Esther Kamau - Chief Librarian/Delegation secretary

Mr. Speaker, this report gives in details, the operations of the libraries in both Italy and Spain which are both bicameral parliaments and is therefore timely as our parliament goes bicameral. The parliament of Italy offers a joint service for both the Senate and the Chamber of deputies as well as to the general public, whereas in Spain, each of the two Houses have separate library and research services. The report has made several recommendations, among them is that there is urgent need for construction of a purpose built library for the parliament of Kenya to serve both the Senate and the House of Representatives. This will facilitate members of parliament to access all the information that they require to make informed decisions in the Houses.

I am therefore privileged to introduce this report to the House for consideration and adoption.

Thank you



Hon. Farah Maalim, MP

- Chairman Library committee

**DEPUTY SPEAKER/ LEADER OF DELEGATION**

## **2.0 ACKNOWLEDGEMENT**

Mr. Speaker, I also take this opportunity on behalf of the delegation to sincerely thank the Parliaments of Italy and Spain for their warm welcome in their countries and for accepting to host the delegation and arranging for appointments with all the relevant offices despite their busy schedules, indeed in both parliaments we were received by the non other than the Vice Presidents of the Chamber of Deputies which is the equivalent of our Deputy Speaker.

We also wish to commend the staff working in our missions in both countries of Italy and Spain. The ambassadors to these countries ensured that we had fruitful deliberations. Their contributions made our study visit very successful.

Lastly the delegation wishes to commend the Speaker and the Clerk of the Kenya National Assembly for facilitating the committee activities and also for giving the committee the opportunity to travel and benchmark with similar jurisdictions.

## **2.1 THE STUDY VISIT**

Mr. Speaker, the committee undertook the visit to the Italian parliament and the Spanish parliament between the 7<sup>th</sup> and 19<sup>th</sup> of November 2010. The purpose of the visit was

1. To undertake a study tour of the parliament of Italy and Spain with a view to benchmark the services and facilities offered by the parliament library, archives and documentation, sections of the Italian Parliament with the ones offered by the Kenya National Assembly;
2. Meet the parliamentary committee in charge of the Library and research services and propose possible cooperation of the two

parliaments with a view to develop the Kenya Parliaments information infrastructure;

3. Meet other parliamentary committees and organizations that would offer useful interaction.
4. To make recommendations for the improvement of the Kenya Parliament Library and establishment of the parliamentary archives.

## **2.1 THE PARLIAMENT OF ITALY**

Mr. Speaker Sir, the Italian Parliament consists of two Houses: the Chamber of Deputies and the Senate of the Republic. The two Houses are independent from each other and never meet jointly except under circumstances specified by the Constitution. The House of Deputies has 630 members, while the Senate has 315 elected members and a small number of life senators: former Presidents of the Republic and up to five members appointed by the President for having contributed to the Country high achievement in the social or scientific field

Both Houses are elected every five years. The only differences between them lie in the membership and the rules for the election of their members. The 630 deputies, who must be at least 25 years of age, are elected by all Italian citizens over 18 years of age. The 315 elected senators must be at least 40 years of age and their electors must be over 25. In addition to elected members, the Senate also includes life senators - who are appointed by the President of the Republic "for outstanding merits in the social, scientific, artistic or literary field" - and the former Presidents of the Republic, who are *ex officio* life senators.

The main prerogative of the Parliament is the exercise of legislative power that is the power to enact laws. For a text to become law, it must receive the vote of both Houses independently in the same form. A bill is discussed in one of the Houses, amended, and approved or rejected: if approved, it is passed to the

other House, which can amend it and approve or reject it. If approved without amendments, the text is promulgated by the President of the Republic and becomes law. If approved with amendments, it is passed back to the originating House, which can approve the bill as amended, in which case the law is promulgated, or rejected.

### **2.3 THE ITALIAN CHAMBER OF DEPUTIES**

For the Chamber of Deputies, Italy is divided into 26 constituencies: Lombardy has three constituencies, Piedmont, Veneto, Latium, Campania, and Sicily each have two, and all other regions have one. These constituencies jointly elect 617 MPs. Another one is elected in Aosta Valley and 12 are elected by a constituency consisting of Italians living abroad.

Seats are allocated among the parties that pass thresholds of the total vote on a *national basis*:

- Minimum 10% for a coalition. If this requirement is not met, the 4% limit for single parties apply.
- Minimum 4% for any party not in a coalition.
- Minimum 2% for any party in a coalition, except that the first party below 2% in a coalition does receive seats.

Also, parties representing regional linguistic minorities obtain seats if they receive at least 20% of the ballots in their constituency.

In order to guarantee a working majority, a coalition or party which obtains a plurality of the vote, but less than 340 seats, is assigned additional seats to reach that number, corresponding roughly to a 54% majority.

Inside each coalition, seats are divided between parties with a D'Hondt method, and consequently assigned to each constituency to elect single candidates.

## **2.4 SENATE OF THE REPUBLIC OF ITALY**

For the Senate, the constituencies correspond to the 20 regions of Italy, with 6 senators allocated for Italians living abroad. The electoral system is very similar to the one for the lower house, but is in many ways transferred to regional basis. The thresholds are also different, and applied on a *regional basis*:

- Minimum 20% for a coalition.
- Minimum 8% for any party not in a coalition.
- Minimum 3% for any party in a coalition (there is no exception for the first party in a coalition below this threshold, unlike the lower house).

The coalition that wins a plurality in a region is automatically given 55% of the region's seats, if it has not reached that percentage already. As this mechanism is region-based, however, and opposing parties or coalitions may benefit from it in different regions, it guarantees no clear majority for any block in the Senate, unlike the national super-assignment system in the Chamber of Deputies.

## **2.5 THE LIBRARY, RESEARCH, ARCHIVES AND DOCUMENTATION SERVICE**

The Library of the Chamber of Deputies was founded in 1848 as a support office of the Subalpine Parliament. Since its foundation, the Library has consistently contributed to parliamentary work through document collection and preparation, by which means it has gradually built itself into an important reference library containing around 1.3 million books, more than 2,000 current periodicals, and more than one hundred databases.

The Library specializes in law, history, economics, political science and the history of political institutions. It concerns itself with the collection of legislative documents and parliamentary records from Italy and many other countries.

The archives also contain large collections relating to other disciplines, as well as valuable antique volumes and publications by public and private organisations. Since 1988, this wealth of published material has been available for consultation by members of the public who, at absolutely no charge, may use the Library's bibliographical and archive resources and avail themselves also of the research facilities that the Library has developed and refined.

With ties to national and international research institutions, and, since 2007, closely integrated with the Library of the Senate as part of the project for the creation of a Joint Parliamentary Library, the Chamber's Library is now one of the country's leading centres for political and juridical studies.

## **2.6 DOCUMENT CONSULTATION AND DELIVERY**

The **volumes in the reading rooms** of the Chamber's Library can be accessed freely. Users have to fill in the special form and put it on the shelf in place of the volume they have taken to read. The volumes have to be left on the tables after users have finished reading them; they are put back on the shelves by the library staff only.

The **current periodicals** can be consulted on the fifth floor: the loose issues are to be found in the Periodicals Reading Room, while the bound volumes of the last five years are housed in the corridor opposite. If users wish to consult previous years, they have to fill in the special form and present it to the distribution point on the same floor.

The **material housed in the storerooms** (including non current periodicals) has to be requested at the distribution point, at the bibliographical orientation and information service set up for the public on the ground floor.

The **volumes placed in the external storerooms** are accessed by a shuttle service running twice a week (on Tuesdays and Fridays).



The **old and prized volumes** can be consulted adhering to specific procedures and with the assistance of the Library staff. On a general basis, the library rules allow the public to consult no more than six volumes at a time.

Requests can be made up to 30 minutes before Library closing times. After consultation, the volumes requested from the storerooms have to be handed back at the distribution point, or can be left on deposit for up to two weeks.

None of the material that can be consulted directly (parliamentary records, legislative collections and the volumes in the rooms) can be left on deposit. Users are obliged to treat the material lent to them with great care and prevent it from being damaged. Any persons removing, defacing or damaging the Library contents will be barred from the Library and charges preferred against them.

Only Members of parliament and employees of the Chamber and Senate administrations are allowed to borrow books. The Library accepts interlibrary borrowing from the Libraries of other constitutional bodies. Other requests will be considered individually.

### **Orientation and bibliographical information**

A **Helpdesk for members of the public** is located on the ground floor of the Chamber's Library, and is active during Library opening hours. It provides:

- information on the holdings and services of the Library;
- assistance in looking up catalogues and in bibliographic searches;
- assistance in carrying out research on the internet and in using the Library's electronic resources;
- assistance for the research of legislative documents and the records of Italian, EU and foreign parliaments;
- biographical and bibliographic information on MPs.

At certain times of the day, expert assistance for specialist subjects is available in the main reading rooms

**The Remote Information Service offers:**

- information on the Library's holdings and services;
- assistance in consulting online catalogues and the Chamber of Deputies' databases;
- assistance in researching Italian legislative documents and parliamentary records;
- biographical and bibliographic information regarding Members of Parliament;
- bibliographic information relating to the areas of specialization of the Library.

The service does not provide:

- bibliographies for the preparation of examinations, dissertations and public competitions; publications as gifts;
- publications on loan;
- legal advice.

The response time of the Information Service depends on the type of research required, as well as the number of outstanding requests. Generally, the Service will provide an answer within one week of receiving a request. The service is not available in August, when the Library is closed to the general public.

The reproduction of texts is done in compliance with current copyright law and texts will preferably be delivered in electronic format. The Library does not supply texts that are available for free from parliamentary or other websites.

- Public authorities and institutions (constitutional bodies, judicial authorities, central and local governments, libraries, etc.) may, for institutional purposes and at no charge, ask the Service to carry out research into legislative collections and parliamentary documents, comparative and EU law, and into doctrines in the areas of discipline covered by the Library.
- The delivery of texts to individuals is restricted to parliamentary publications and to those publications that are not available in other libraries, and is a facility provided only for people **not resident in Rome**. Reproduction of texts is free for the first 50 pages; a charge of €0.05 per page or per scan is applied thereafter. If the library already has the texts in electronic format, they are provided at no charge.

## **2.7 VISITS TO THE LIBRARY**

The Library of the Chamber of Deputies organizes guided tours of its premises, so that visitors can have access to the magnificent and historical rooms of the Library and to the collections and research tools.

Library tours are part of the cultural programme called "*Insula sapientiae*" that was launched in 2007 and opens up the entire Dominican complex revolving round the Church of S. Maria sopra Minerva to visitors. Today this building houses the Library of the Chamber of Deputies, the Senate Library, the Dominican Monastery of S. Maria sopra Minerva and the Biblioteca Casanatense.

Students taking part in the initiative Giornata di formazione a Montecitorio (A training day at Montecitorio) spend a whole afternoon in the Library "hands on" and are taught how to use the research tools to browse and retrieve legal, historic and economic documents.

## **2.8 HISTORICAL ARCHIVES.**

The holdings of the Historical Archives include collections produced by the Chamber of Deputies from different periods of Italy's history, from the Neapolitan Parliament of 1848-49, the National Consultative Assembly, the Constituent Assembly and private individuals. Given the institutional changes that have taken place and the different producers of the collections and the differences in the medium in which documents are presented, the holdings have been divided into "Archives", which are in turn subdivided into groups, collections, series, archival units and documentary units.

Documents can be consulted directly in the consultation rooms of the Archives, through hard copy catalogues, as well as electronically. In order to favour remote access and consultation of their holdings, the Historical Archives have implemented a computer-based cataloguing and retrieval system for their archival holdings, using a hierarchical system of navigation and descriptive recording, complying with international rules. This software is called FEA, the Italian acronym of archival electronic functions as well as the name of the first archivist-librarian of the Kingdom of Sardinia, Leonardo Fea.

This software makes archival cards electronically accessible and makes it possible to retrieve and consult the documents conserved in image-format. At the moment, about 85,000 of such images are available.

The gradual acquisition of new digitalized image-format documents will ensure a better conservation and storage of documents that will not have to be moved to be consulted since they are accessible in electronic format and on-line.

The inventories of the funds of the National Consultative Assembly, of the Constituent Assembly, of the enquiry Committees of the 19th century and of the Neapolitan Parliament have already been digitalized using FEA software and are completely accessible on-line. The lower level cards (archival units)

currently available contain as a rule also the images of the documents to which they refer (excluding the Neapolitan Parliament).

- In 1991 the Historical Archives of the Chamber of deputies were opened to the general public, to scholars and students from schools and universities.
- The general public can access various rooms for the consultation of catalogues and valuable archival holdings of the Archives: the whole collection of original bills submitted to the Chamber during the Kingdom of Italy, the enquiry Committees established during the same period, documents and acts referring to the period of the National Consultative Assembly and to the Constituent Assembly; documents pertaining to the parliaments of the republican period.
- The Archives staff can provide any necessary assistance in consulting the collections and in directing users towards the collections and documents of interest to them.
- The inventories and a large number of documents pertaining to a number of archival funds can be consulted on-line, since they have been digitalised.
- The Archives also have an audiovisual room equipped with microfilm readers and equipment for playing videocassettes of the sessions of the House and other audiovisual documents.

### **Access to historical archives**

The collections which have already been digitalized can be consulted following various options: exploring the hierarchical structure of the archives and their internal subdivisions by clicking on the icons placed on the left of the title; consulting the information page of all cards, at all levels, by clicking on the relevant title; displaying images of individual documents when the following symbols are present:

- which means that there are images of the Fund or of the Series;
- which means that there are images at the level of the archival or documentary unit and, by clicking on it, the relevant images can be directly displayed;

two different research functions may be used:

- **simple search:** by inserting one or more words, the search is carried on all information pages of the different archives or only on the archives chosen by the user or only on the fund on which the user is working;
- **advanced search:** the search is carried on only on the fund on which the user is working through the field dictionaries and the options available on the search page displayed.

### **Observations**

The Italian Library of Parliament is a joint library for both the Senate and the chamber of Deputies. However, each House has dedicated areas for each of the category of users; both of these are open to the public. About 300 people visit the library daily. The Senate has a sitting capacity of 100 while the chamber of Deputies has a sitting capacity of 200. The library has a collection of over 2 million titles accumulated over a period of over 200 years

The library offers more remote services by posting a lot of information on the website and the internet. The websites of the Chamber of Deputies and the Senate are very rich in information and various databases which are available to the public. The joint library is one of the most important libraries in Europe which is both parliamentary and open to the public.

The library is well equipped with all the information it requires to support all its clients. It is required by law that the library should receive all information produced in the country. The government is also compelled to give all information to parliament well organized for use by the legislature when

required. The library provides information in all formats (electronic and paper) included.

The library has a role to provide the general public with information and to ensure a direct relationship with them by allowing global access to its collection through internet and online catalogues.

The library creates its own identity by implementing cultural policies and its openness to the general public. It is open to all Italians aged 16 years and above. The library uses international standards and legislative guidelines in its collection, organization, storage, retrieval and dissemination of information. It relies heavily on information technology to disseminate information and to market the services offered by the library.

The library cooperates with other emerging democracies and institutions that are keen on supporting them such as European Union, the Global Centre for ICT, International Federation of Library Associations and institutions among others to ensure standardization with similar institutions.

All the documents produced either by the chamber of deputies or of the senate are available on their respective websites.

The archives is a separate service from the either the library or the research service of the both houses. Each of the houses provides separate services but there is complementarity and cooperation among the staff of both houses. They are however housed in the same building and there is general co operation. The archives records date from the pre unitary period to the present.

Librarians generally deal with comparative research while researchers deal with analytical issues. The research section has several units corresponding to the various committees of the House. There are 14 standing committees. There are therefore 14 units in the research department. The staff is non partisan. The research department prepares dossiers for the members using easy and simple

language that is easy to read and understand. The unit has about 75 members of staff.

The budget department is also a basic requirement for the Chamber of Deputies and the Senate.

Chamber of deputies cooperates with i-parliament action plan and the global centre for ICT which is working with African parliaments to develop Bungeni, a documentation system that will assist in document management and tracking once it is completed.

Mr. Speaker the committee learned that this is a tool being planned for Africans and that Kenya will be the first African country to roll it out. Plans are at an advanced stage and the tool will help members of parliament to track the changes taking place with various legislative proposals from the comfort of their offices. However this will require that all members are ICT compliance.

### **3.0 THE SPANISH CONGRESS**

Mr. Speaker Sir, the committee also had the opportunity to visit the lower House of the parliament of Spain and specifically to the library Department.

The **Cortes Generales** (*General Courts*) is the legislature of Spain. It is a bicameral parliament composed of a lower house (Congreso de los Diputados, *congress of deputies*) and an upper house (Senado, *senate*). Although they share legislative power, the Congress holds the power to ultimately override any decision of the Senate by a sufficient majority (usually absolute majority or three fifths majority).

The Senate is partly directly elected (four Senators per province as a general rule) and partly appointed (by the legislative assemblies of the autonomous communities, two for each community and another one for every million inhabitants in their territory).



The Spanish **Congress of Deputies** (Spanish: *Congreso de los Diputados*) is the lower house of the Cortes Generales, Spain's legislative branch. It has 350 members, elected by popular vote on block lists by proportional representation in constituencies matching the Spanish provinces using the D'Hondt method. Deputies serve four-year terms. The *President of the Congress of Deputies* is the equivalence to a Speaker and presides over debates in Spain's lower chamber of parliament.

The Vice President of the chamber of deputies met and welcomed our delegation. She informed us that they were proud of their Archive/ Library and Documentation directorate which have well detailed and organized Historical Collection, manned by the best professionals in the area. They also have a publications department whose work is availed to the public through the internet, intranet and extranets. Their goal, we learned is to digitize all materials to make them available on the internet. It was made clear to us that a lot of importance is attached to this directorate to the extent that while budgets of other directorates are slashed due to shortage of funds, the budget of the Archive/ Library and Documentation directorate is to a large extent maintained.

### **3.1 THE LIBRARY OF THE SPANISH CONGRESS OF DEPUTIES.**

The Head of the library department of the Spanish congress Ms Alicia Martin took us through the evolution of the library to its present state. The library has a history of over 200 years.

The political reform law of 1977 converted the Cortes into two chamber parliament, Congress and the Senate. Each of the Houses has its own independent office directed by a Secretary General (Chief Clerk), with independent administrative organization. Each Chamber has its own library.

The Spanish Constitution of 1978 modified the territorial organization of the State thereby creating 17 autonomous regions provided with self government and own parliament. Therefore, creating 17 offices of the Chief Clerk and of course 17 libraries. However there is no institutional relationship between them, only personal professional cooperation occasionally..

The Congress of Deputies and the Senate have independent documentary services, both Houses' libraries and archives work together in order to ensure that all parliamentarians, as well as their staff and officials at both chambers have access to the entire collections.

Though the Congress of the Deputies and senate have independent documentary services, both Houses' libraries and archives work in order to ensure that all parliamentarians as well as staff and officials at both chambers, have access to the entire collections. The library of the Congress of Deputies has a history dating back to 1811. From 1834 it changed its name over time in line with the chamber and depending on whether parliament included one or two Houses.

### **3.2 THE DOCUMENTATION, LIBRARY AND ARCHIVE DIRECTORATE**

Documentation, Library and Archives are independent departments within the directorate. The library department is split into two sections i.e. Acquisitions and Conservation (the historical collection and the Modern collection/ Biographical information)

The Library is a member of the International Federation of library Associations and Institutions (IFLA)

### **3.1 Staffing.**

The library is staffed by 5 librarians, 5 civil servants for administrative tasks, and 4 ushers. The library also relies heavily on interns who assist librarians in their tasks as part of their work experience.

### **3.2 Library users include**

Deputies and Senators, Cortes Generales administrative units, civil servants and staff, staff employed by party groups, journalists registered with both Houses, Holders of Researchers card. The library also services external queries on parliamentary business or topics.

The library users are both Internal and External and access to information has three levels as follows:

- The **web page** relates to the forms of providing information and easier access for all the user including the general public.
- The **Intranet page**, only accessible to internal users and holders of researchers' card and allows them to consult all digitized documents held by the parliaments' databases that may not be available on the web. A search into this library allows consultation to all internal databases and documentation that has not received still IT treatment. Non accredited people can access only to specific information through normal mail, fax or email.

### **3.4 Collection and Catalogue**

As a result of 200 years of history, the library has become an important collection in social sciences: law political science and History. The library has also compiled materials in fields of philosophy, education, economy, energy resources and environment.

At present, the library has mainly monographs with a holding of 177,797 titles both written works and electronic works. Periodicals are not held in the library but instead they are in the Congress of Deputies Documentation Department.

In addition the second Republic (1931 – 1936) had transferred an important corpus of periodicals and Newspapers to the Madrid Municipal Newspaper Archive, where it is held as a Cortes Collection.

The historical collections number about 35,000 which include leaflets and brochures from the 19<sup>th</sup> century.

### **3.5 The Catalogue**

The catalogue covers all acquisitions and historical collection. Works are catalogued according to the cataloguing guidelines in force, (Spanish Cataloguing Rules, ICP). Works are indexed using a customized version of the European parliament's Eurovoc thesaurus. They also classify according to 35 broad topics for the latest acquisition updates.

Other services in the reading room include: book or documents loan for internal users, reply to information and documentation requests, guidance and bibliographical information, drafting bibliographies, assistance for querying databases including the OPAC, interlibrary loan, reference services, reprographic services. All documents that are 50 years and above are digitized.

### **3.6 Bibliographic and Information Resources of the Documentation Department.**

The head of the documentation department, Rosa Maria Guadix took the delegation through the functions of the department. The department offers documentary services also in three levels ie internet, intranet and extranet. These include self generated databases such as periodicals catalogues, periodicals' articles analytical references and e-documents which are accessed through a system known as AbsysNET. External databases and other resources are also made available to users

The documentation department carries out both passive and active information distribution. i.e. replies the information request filed by its users (passive) and also publishes electronic bulletins (active).

Periodicals' Articles Analytical reference Bulletin is published monthly inclusive of its full texts when available. The current information Bulletin (NOVEDADES) and the parliamentary information bulletin are published weekly. Several dossiers are also prepared to help members carry out their functions.

### **3.7 GUIDELINES FOR PARLIAMENTARY WEBSITES**

Mr. Speaker, the delegation was also taken through the guidelines of parliamentary websites which are contained in a document prepared by the Inter-Parliamentary Union and the United Nations Department of Economic and Social Affairs, through the Global Centre for ICT in Parliament.

Parliamentary websites serve as one of the most important ways for citizens to learn about their parliament – its history, its work, and its members. Section 1 provides recommendations regarding the ways in which parliaments can introduce themselves to the people they represent. This includes information about how to visit the parliament both in person and through the website; an overview of its history, activities, and organization, including its various committees and commissions; and links to related websites. It also recommends information about the leadership of the parliament, the electoral process by which its members are chosen, the documents it publishes, and the information services it provides. Of special importance are the recommendations concerning information about members, present and past, their representational duties, and their activities. Mr. Speaker this is the format that our parliamentary website should adopt to make it richer and more informative.

#### 4.0 OBSERVATIONS AND RECOMMENDATIONS

- ❖ Mr. Speaker sir, the trips to the parliaments of Italy and Spain were an eye opener for the library committee. The committee now visualizes the kind of library and information services that should be available in our parliament. The two parliaments that we visited have well established libraries, research and ICT services that we should learn from. The library buildings are well defined and help to serve all information needs of members of both upper and the lower Houses effectively and efficiently. They have records, well documented and preserved spanning over a period of 200 years.
  
- ❖ Mr. Speaker our committee strongly recommends **the construction of a modern parliament library building complete with the facilities for archiving, gallery and museum which may also be accessible to the general public as one of the top priorities in the reform agenda for the implementation of the new constitution.** To be housed within the same premises is the Research and ICT services which are indispensable to the library function.

The library will provide leadership in knowledge and information management in parliament and beyond especially now that the County Assemblies will be looking upon the National Parliament for technical assistance as they evolve and develop their information services. It will serve as a model library and reference point for the County Assemblies.
  
- ❖ The delegation also observed that in the other countries, parliament library is mandated by law as a repository of government thereby enabling it to access all information that is published within the Country. Therefore the committee recommends that the **Books and Newspapers Act CAP 111, laws of Kenya** be amended so as to give legal

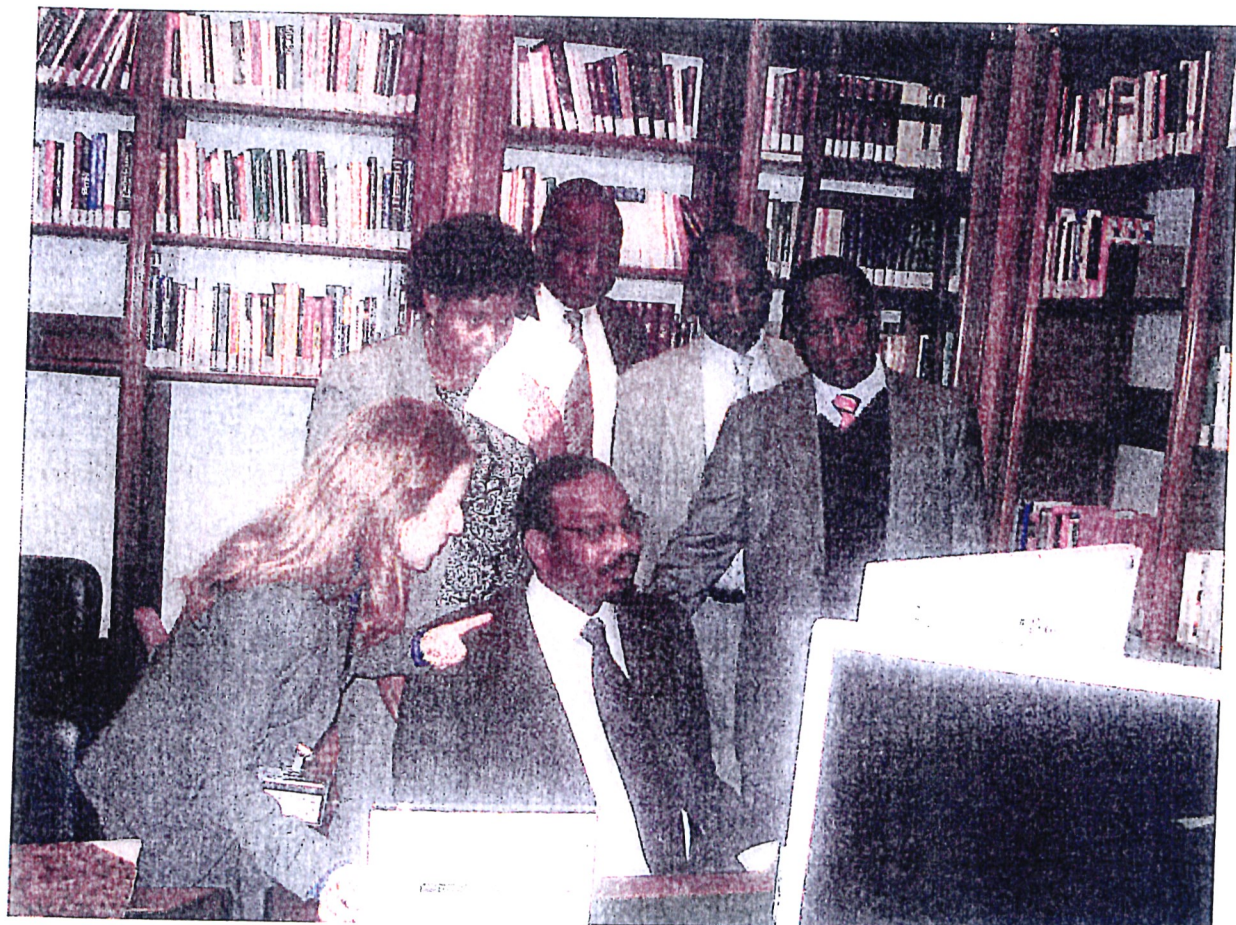
**depository status to the Kenya Parliamentary library where** all publishers will be required to deposit a copy of their works for reference by members of parliament if and when they require it.

- ❖ The delegation also recommends that our parliament should ensure that **our website conforms to the guidelines issued by Inter Parliamentary Union (IPU)**. The committee has submitted the guidelines to the Director of Information and Research and a copy is attached to this report as appendix 2.
  
- ❖ Mr. Speaker the delegation also observed that our Mission in Rome is poorly housed. It is in a dilapidated building and in an area that is very unsuitable for a foreign mission. It is on a second floor of a residential building. The delegation recommends that the government should set aside funds for purchase of our own Chancellery in Rome and indeed most of our missions abroad.

#### **4.1 WAY FORWARD**

The committee held discussions and proposed a possible cooperation in terms of technical assistance with the Deputy Speaker of the Chamber of Deputies in Rome Italy the Hon. Rosy Bindi. **It was agreed that a memorandum of understanding (MOU) would be signed and a team to do a needs assessment would be dispatched in early 2011.** The Kenyan Ambassador to Rome Her Excellency Madam Josephine Gaita has expressed willingness to follow up the matter of the MOU.

**Appendix I - Some pictures taken by the delegation in the libraries of Spain and Italy**



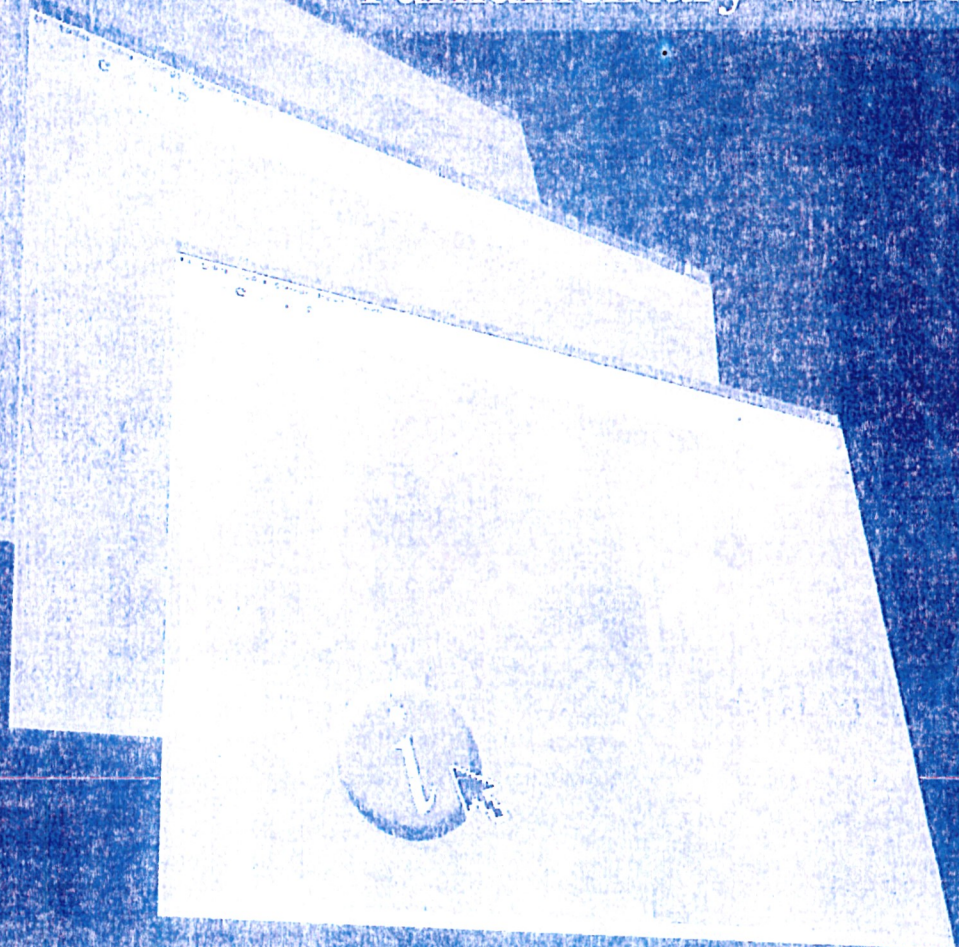
Members of the Kenyan delegation are taken through the catalogue of the joint library of parliament in Italy





Members of the Kenyan delegation in a section of the Spanish library of parliament

# Guidelines for Parliamentary Websites



InterParliamentary Union

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# *Guidelines for Parliamentary Websites*

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*A document prepared by the Inter-Parliamentary Union  
and the United Nations Department of Economic and Social Affairs,  
through the Global Centre for ICT in Parliament*

*- March 2009 -*

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# Overview

## BACKGROUND

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In 2000 the Inter-Parliamentary Union (IPU) published *Guidelines for the Content and Structure of Parliamentary Websites*. The Guidelines were based on an extensive survey of existing websites. National parliaments were subsequently consulted through the Association of Secretaries General of Parliaments (ASGP). At the time of publication it was noted that because the Internet and its underlying technology were constantly evolving it would “become necessary to review and update the Guidelines in the light of future developments”. The IPU Secretariat was entrusted with that task and also charged with the preparation of surveys to measure progress in the implementation of the Guidelines.

In late 2008, the Global Centre for ICT in Parliament<sup>1</sup>, in consultation with the IPU, undertook the task of updating the Guidelines to reflect advances in technology and new practices in parliaments that have emerged in the last several years. Background for this initiative included the World e-Parliament Report 2008<sup>2</sup>, which contained the results of a worldwide survey also addressing parliamentary websites and the implementation of the IPU guidelines. A group of parliamentary experts from around the world contributed their time and knowledge to the task of evaluating and suggesting revisions to the guidelines. A draft of the guidelines was presented at the World e-Parliament Conference held in Brussels at the European Parliament on 25-26 November 2008, and comments from participants and other interested stakeholders were invited.

1. The Global Centre for Information and Communication Technologies in Parliament is a joint initiative of the United Nations Department of Economic and Social Affairs (UNDESA), the Inter-Parliamentary Union (IPU) and a group of national and regional parliaments launched in November 2005 on the occasion of the World Summit of the Information Society (WSIS) in Tunis. The Global Centre pursues two main objectives: 1) strengthening the role of parliaments in the promotion of the Information Society, through fostering ICT-related legislation, in light of the outcome of the World Summit on the Information Society, and 2) promoting the use of ICT as a means to modernize parliamentary processes, increase transparency, accountability and participation, and improve inter-parliamentary cooperation. <http://www.ictparliament.org>

2. *World e-Parliament Report 2008*, published by the United Nations, the Inter-Parliamentary Union, and the Global Centre for ICT in Parliament, 2008, ISBN 978-92-1-023067-4. <http://www.ictparliament.org>



The final version was endorsed by the Board of the Global Centre for ICT in Parliament at its third meeting in Budapest on 6 March 2009.

As with the 2000 Guidelines, this document – *Guidelines for Parliamentary Websites* – is intended to provide recommendations that are practically oriented to facilitate the task of planning and overseeing websites and to enable parliaments to provide concrete guidance to their website designers, developers and managers.

Based on the evolution of technology and on the growing needs of members of parliament and other users, recommendations are made in the following areas:

1. General information about parliament
2. Information about legislation, budget, and oversight
3. Tools for finding, receiving, and viewing information
4. Tools for communication and dialogue with citizens
5. Designing for usability, accessibility, and language
6. Management

## INTRODUCTION

---

Since 2000, websites have clearly become one of the most important windows for citizens to view the work of their legislatures<sup>3</sup>. They offer parliaments the means to communicate actively with citizens and to enhance public understanding of the legislature's role and responsibilities. In countries where the Internet is widely available, they have become one of the most important and frequently used methods for people to learn what their members have said and done, as well as what legislation the parliament has passed or rejected. As access to high speed telecommunications continues to grow on a global basis, this will become true for nearly all countries with legislative bodies.

Parliamentary websites are also important tools for members of parliament, committees<sup>4</sup>, and officials. They are often the fastest and most reliable vehicle for obtaining copies of proposed legislation, receiving agendas, getting summaries of committee actions and the text of committee documents, and learning what members have said and how they have voted. They have become essential for enabling the parliamentary leadership and members to carry out their legislative and oversight work.

3. Note on terminology: 'parliament' and 'legislature' are used throughout this publication as equivalent terms to designate the institution of parliament.

4. Note on terminology: in this publication the word "committee" is intended to be equivalent to the word "commission" as used in some parliaments.

Official parliamentary websites, however, are not the only source for citizens and members to obtain information about the legislature and its work. Websites dealing with public policy and with legislative and oversight issues are maintained by civil society, by lobbying groups, by political parties, and by commercial companies. Especially among higher income countries, there is a wide range of web-based sources that provide information similar to that maintained on parliamentary sites. They often have particular viewpoints and include commentary about the work of the parliament. These sites are likely to continue to grow on a world-wide basis as access to technology increases and as economic and political issues become more globally intertwined.

This increase in the number of sources that provide information and opinions about public policy issues makes it even more important that the official site of the legislature be authoritative and non-partisan, and that it provide timely, accurate and comprehensive information. The website must be easy to understand and use, and be freely accessible to all. Finally, it must be well managed and supported so that it can respond to the growing needs of both citizens and members, keep pace with advances in technology, and support the objectives of transparency, accessibility, accountability and effectiveness of the parliamentary institution.

## GOALS OF WEBSITES

During the past decade the objectives of parliamentary websites have become more complex and more challenging. They began with the goal of providing basic information about the history, the functions, and the members of the legislature. They were soon tasked to provide copies of official texts of proposed legislation, then the verbatim accounts of debates and summaries of plenary actions, and copies of committee documents. As the interactive web has emerged they have added tools that encourage two-way communication between members and citizens, inviting them to share their views and possibly engaging them in the policy process.

Websites have also had to provide improved methods of access. In addition to obtaining copies of texts, many members and citizens now use search engines to find specific documents and speeches. Alerting services enable them to be notified of the introduction and changes in proposed legislation, the filing of committee documents, and members' activities and speeches. Increasingly, they can learn about the parliament through a variety of media such as audio or video webcasting, live or through an on-demand archive.

Parliaments have been further challenged to improve the design and usability of their websites so that they are understandable and easy to operate. They have also had to enhance accessibility, ensuring that they can be used by all, including persons with disabilities. And they have had to address a variety of related issues, such as multiple official languages and a digital divide that can result in some citizens being excluded from the web.

## WEBSITES OF COMMITTEES AND MEMBERS

In updating the guidelines, the panel noted the increasing use of websites by parliamentary committees. In many legislatures committees play a key role in the legislative and oversight process. This role can vary considerably among countries depending on their particular rules and procedures. Therefore guidelines for committee websites warrant a separate effort that can take into account the differences among parliaments regarding such bodies. However, because of the importance of committee actions and documents in the legislative process in many countries, a number of recommendations contained in these revised guidelines do address committees and committee websites.

Members' personal websites are also growing in number and importance. However, these sites often have different objectives, and the rules that govern their creation and use may be different from those of the institution. Therefore, no specific recommendations concerning member websites are included in these guidelines, other than to state that the parliamentary website should link to individual members' sites.

## EXPLANATORY NOTES

In proposing these revised Guidelines, the panel had to address a number of broader issues that affect many of the recommendations. Because of the intent to keep the guidelines and their recommendations in a consistently brief format, the explanation of these issues is presented below.

### *Guidelines as recommended or optional*

The distinction made in the 2000 IPU Guidelines between Recommended and Optional has been eliminated. All guidelines should be considered to be recommended if applicable under the rules and procedures of the legislature. For

example, if plenary voting is by party rather than by individual member, then a guideline about the voting records of individual members would not apply to that legislature.

The level of Internet use and the resources available for maintaining and developing parliamentary websites may vary greatly from one country to another. However, the principles expressed in the guidelines are considered to be universal in scope and the recommendations are addressed to all parliaments. The objective of the guidelines – to contribute to the development of effective parliamentary websites – is equally valuable to the citizens of any country.

Recommendations dealing with new technologies focus on the value of testing and evaluation, but do not propose their implementation until there is more experience within the parliamentary community. Not all parliaments will have the interest or resources to carry out such evaluations, but those who do are encouraged to conduct assessments and share their results with others.

Regional networks may wish to suggest additions or modifications to the guidelines as they apply to the legislatures in their areas. For example, they may wish to emphasize the importance of participating in a collaborative effort to develop shared software or adjust the proposed standard on official languages to reflect circumstances among their membership.

### *Languages and the digital divide*

In countries with multiple official languages parliaments face the risk of exacerbating the digital divide if the website is not translated into all languages. On the other hand, the need to translate into many languages can require significant resources. Each parliament will have to decide for itself what is possible. The guideline on this issue emphasizes the need to translate the website into as many official languages as feasible. If only a partial version can be made available in some of the languages, the focus should be first on permanent information such as how parliament works, how to contact members, etc. A summary of current parliamentary activities should also be provided on a periodic basis.

### *How far back in time?*

It is challenging to propose a guideline regarding how far back in time documents should be available in digital format. Ideally, in today's environment every document for the entire history of the parliament should be accessible online. However, this can present enormous challenges to many older legislative bodies from both a practical and a resource perspective. While these guidelines do not recommend a particular span of time, the intent is to encourage parliaments to make their documentation available as far back as possible. This objective is expressed in a recommendation that parliamentary documentation be digitized and made accessible on the website for as many prior years as feasible. It is assumed that documentation that is already digitized will remain available on the website, updated as necessary to comply with the requirements of new technology.

### *What documentation and information should websites include?*

In this instance, the word "include" can mean residing on the parliament's own domain or linked from another website. It is assumed that parliaments will make their own documentation available on the website. There are also cases in which parliaments have found it necessary to obtain and reformat information from an outside source that was important to their work but was not presented in a manner that was useful or relevant. Some parliaments also include links to a variety of sources that provide information, news, and, in some cases, opinions about proposed legislation and government actions. Establishing such links can raise issues regarding balance, inclusiveness, and objectivity. These guidelines take a conservative view and recommend the inclusion of parliamentary and relevant government documentation and information, but they are not intended to exclude a more expansive approach for parliaments that wish to include a wider range of sources. The guidelines assume that parliaments will decide for themselves the definition and scope of parliamentary documentation and relevant government documentation to be included on their website.

### *Level of detail*

For the most part the guidelines provide examples of the kinds of information and documentation recommended rather than suggesting lists of required items. This appears most often in the use of the phrase "such as". Example: "Activities of individual members of parliament, such as legislative proposals,

questions, interpellations, motions, political declarations, voting record, etc.” This is done in part because not all the items in such lists will be relevant to all parliaments, and because it is difficult to know every item that might pertain to a specific category. The intent is to give concrete examples that will help parliaments understand what is intended without suggesting that such items are mandatory.

### *Overlap among recommendations*

While these guidelines are intended to be as brief as possible, some overlap was deemed useful for clarity and to assist readers in finding related information. This occurs most often between Section 2, which covers primarily the documentation resulting from various parliamentary processes or produced by various groups, and Section 3, which deals primarily with the tools for finding and viewing that documentation. These relationships are identified through “see also” notes. As the guidelines continue to evolve in response to enhancements in the underlying technology, it is anticipated that Section 3 will add recommendations concerning the technical capabilities of finding and viewing tools that are useful to parliaments, and that Section 2 will continue to focus on the scope and characteristics of the content.

### *Gender issues*

Gender issues are important in some parliaments and an argument can be made that there should be a guideline highlighting the work of women members of parliament. The challenge in doing this is to determine what other groups in addition to women might merit a special focus. This can vary considerably by country. Rather than suggesting one particular group for emphasis, these guidelines recommend links to websites of formal and informal groups if they exist and are recognized within the parliament. The guidelines also recommend statistics that show the percentage of women and other groups elected to the legislature.

### *Parliamentary versus presidential systems*

These guidelines are intended to be applicable in both parliamentary and presidential systems and to systems that may have elements of both.

### *Role of the parliament: legislation, budget, oversight*

Parliaments vary in the extent to which they engage in legislative, budget, and oversight activities. These guidelines are intended to fully encompass all three areas with the understanding that they may not be equally relevant to all parliaments.

### *Open document standards*

Open document standards, such as XML, are one of the technology components that are becoming essential to the sustained effectiveness of parliamentary websites. Open standards are critical to the exchange, preservation, searching, linking, output formatting, and display of documents. Although implementation can be challenging, the sharing of knowledge and experiences among parliaments as well as collaborative development efforts are making it easier to employ open standards. The recommendations state that open document standards, such as XML, should be used to prepare proposed legislation and other parliamentary documentation. Eventually all documentation and media should be made available using open standards.

### *Support for downloading*

An increasing number of organizations outside the parliament are making use of parliamentary documentation in their own websites. Many of these websites, maintained by government agencies, civil societies, media, and the private sector, contribute to democracy and an informed citizenry. To ensure that those making such use of parliamentary documentation have access to authoritative versions, the recommendations call for systems that can support high speed downloading of parliamentary files.

## **LOOKING AHEAD**

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As technology and its uses in parliaments continue to evolve at a rapid pace, the creation and support of websites must remain a dynamic process. For this reason, the IPU and the Global Centre for ICT in Parliament will maintain an open and collaborative website where members, officials, and staff of parliaments as well as academics, political scientists, members of civil society organizations, technologists, citizens, and other interested parties are invited to

comment on the guidelines, to suggest future updates, and to report their use in development efforts and evaluation studies.

The IPU and the Global Centre for ICT in Parliament are particularly aware that differences in political systems and the role of parliaments in their respective countries present significant challenges in offering guidelines for websites that are widely relevant, useful, and effective. Proposals for their ongoing improvement are actively encouraged and will be most welcome.



# *Guidelines for Parliamentary Websites*

## 1. CONTENT: GENERAL INFORMATION ABOUT PARLIAMENT

Parliamentary websites serve as one of the most important ways for citizens to learn about their parliament – its history, its work, and its members. Section 1 provides recommendations regarding the ways in which parliaments can introduce themselves to the people they represent. This includes information about how to visit the parliament both in person and through the website; an overview of its history, activities, and organization, including its various committees and commissions; and links to related websites. It also recommends information about the leadership of the parliament, the electoral process by which its members are chosen, the documents it publishes, and the information services it provides. Of special importance are the recommendations concerning information about members, present and past, their representational duties, and their activities.

### *1.1 Access to parliament*

- a. Information about access to the parliamentary building, such as visitors' centres, guided tours, educational visits, visiting hours, access to plenary sessions and information services available to the public.
- b. Diagram of seating arrangements in the plenary and other official meeting rooms.
- c. Virtual 'Guided tour' of the parliamentary building.
- d. An explanation of the organization of the website.

### *1.2 History and role*

- a. Brief history of the parliament.
- b. Description of the role and legal responsibilities of the national legislature.
- c. Text of the country's Constitution and other founding documents relevant to the work of the parliament.

### *1.3 Functions, composition, and activities*

- a. Overview of the composition and functions of the national parliament and its constituent bodies, including a general description of the role of each parliamentary chamber (for bicameral parliaments) and non-plenary bodies (committees, commissions, etc.), understandable to a variety of audiences.
- b. The budget and staffing of the parliament.
- c. Schedule of general activities and events occurring in the parliament today and planned for the future. (See 2.1.a for the business agenda.)
- d. Bicameral legislatures
  - 1. A single page that introduces citizens to both chambers with links to the websites of each.
  - 2. A prominent link on the websites of each individual chamber to the website of the other.
  - 3. Information that explains the legislative and oversight responsibilities and procedures of both chambers.
  - 4. For functions that require action by both chambers, such as passing proposed legislation, the associated documentation reflects the activities and the decisions taken by both chambers.
- e. List of international and regional parliamentary assemblies of which the parliament is a member.
- f. Annual report(s) of parliament, including plenary and non-plenary bodies.
- g. Statistics on the activities of the current and previous parliaments, such as the number of bills considered, number of committee hearings and meetings held, scrutiny instruments employed, hours of plenary debate, etc.
- h. Texts of official press releases of the parliament.

#### *1.4 Elected leaders*

- a. Biodata and picture of the current and previous Presiding Officers of the parliament or parliamentary chamber.
- b. Brief description of the Presiding Officer's powers and prerogatives.
- c. Names of Deputy-Speakers/Vice-Presidents.

#### *1.5 Parliamentary committees, commissions, and other non-plenary bodies*

Note: Recommendations in this section should be considered in conjunction with those in Section 2.5.

- a. Complete list of non-plenary parliamentary bodies with links to the website of each body.
- b. Description of the mandate and terms of reference of each body.
- c. Description of the activity carried out by the body since the beginning of the mandate.
- d. Membership and names of presiding officer(s) of each body.
- e. Contact information (addresses, telephone and fax numbers, e-mail) of each body.
- f. Selection of links to websites and documents relevant to the field of activity of the non-plenary body.
- g. Composition and other relevant current and historical information concerning the National IPU Group, parliamentary friendship groups and national delegations to international and regional parliamentary assemblies of which the parliament is a member.

#### *1.6 Members of parliament*

- a. Up-to-date list of all current members of parliament with publicly available biodata and photo; information about each member's constituency, party affiliation, membership in parliamentary committees and/or commissions, and link to personal website.

- b. Description of representative duties and functions of members.
- c. Contact information for each member of parliament including his or her e-mail address.
- d. Activities of individual members of parliament, such as legislative proposals, questions, interpellations, motions, political declarations, voting record, etc.
- e. Basic information concerning the status of a member of parliament, such as parliamentary immunity, inviolability, salaries and allowances, codes of conduct and ethics, etc.
- f. Statistical and demographic data (current and historical) on members of parliament (gender, age, education, job, etc.).
- g. List with biodata of previous members of parliament with dates served.

#### *1.7 Political parties in parliament*

- a. List of all political parties represented in parliament.
- b. Link to each party's website.

#### *1.8 Elections and electoral systems*

- a. Explanation of the election procedure such as voting system, electoral divisions/constituencies, who votes, who can be elected, nomination requirements, who conducts the election, etc.
- b. Link to the electoral commission website.
- c. Results of the last elections by party affiliation and constituency.
- d. Current composition of party groups and coalitions.
- e. Results of previous elections.

### *1.9 Administration of parliament*

- a. Diagram/organization chart and functions of the Secretariat of Parliament together with the names of, and other relevant information about, the Secretary General/Clerk of Parliament and other heads of bureaus.
- b. General descriptions of jobs in the legislature; a list of current vacancies; and details of how to apply.

### *1.10 Publications, documents, and information services*

- a. Description of the types and purposes of parliamentary publications and documents.
- b. Information about how and where to obtain parliamentary publications and documentation either directly through the website or through other means if not available online.
- c. Information about parliamentary library, archive, and information services.

### *1.11 General links to websites*

- a. Presidency, Government, Constitutional and Supreme Courts.
- b. Ministries and other national agencies.
- c. State/provincial legislatures.
- d. Inter-Parliamentary Union (IPU).
- e. Other international, regional, and sub-regional parliamentary organizations.
- f. National parliaments of other countries.
- g. Other links of interest to parliament as the people's representative body.

## 2. CONTENT: INFORMATION ABOUT LEGISLATION, BUDGET, AND OVERSIGHT

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The core of the work of a parliament is its legislative, oversight, and budget responsibilities. Because parliaments vary in the extent to which they engage in each of these activities, the recommendations are intended to encompass all three areas but with the understanding that they may not be equally applicable. Section 2 focuses on explanations of these activities but with the intent of offering more detail than those provided in Section 1. It also includes recommendations on documentation and other information, arranged first by the process – legislative, oversight, and budget review and approval – by which they are generated, and second by the organizations – the committees or commissions and the plenary – that produce them. Of particular importance are the accuracy, timeliness, and completeness of the agendas, documentation, and other information posted on the website. Section 3 makes recommendations regarding the methods for searching and viewing this information.

### *2.1 General information about legislative, budget, and oversight activities*

- a. Today's business schedule in the parliament, including the legislative and oversight agendas, and committee and plenary schedules, with links to relevant documents; also, future business schedules in all areas, both plenary and non-plenary.
- b. Chart or diagram showing how the business of parliament is conducted and the relationships of its constituent bodies in carrying out those responsibilities; and a chart or diagram showing the relationships of the national parliament to other national and regional bodies.
- c. Glossary of parliamentary terms and procedures.
- d. Overview of parliamentary procedure and routine order of business.
- e. Full text of the Standing Orders, Rules of Procedure or similar rule-setting documents.

## *2.2 Legislation*

- a. Explanation of the legislative process, including the relationship among the legislature's constituent bodies and between the legislature and the government and other national and sub-national bodies.
- b. Text and status of all proposed legislation.
- c. Links to parliamentary and government documentation that are relevant to proposed legislation.
- d. Text and final status of proposed legislation from previous years.
- e. Text and actions taken on all enacted legislation.
- f. A searchable database of current and previously proposed legislation and of enacted legislation.

Note: See also recommendations 3.1.a-e

## *2.3 Budget/Public Financing*

Note: In this section, the term 'Budget/Public Financing' refers to the processes for receiving revenues and allocating public funds.

- a. Explanation of the budget and public financing processes, including constitutional authorities and responsibilities, the role of government, and the role of the parliamentary bodies that review or approve the budget and/or other public financing activities.
- b. Explanation of proposed budget/public financing.
- c. Status of parliamentary review of the proposed budget/public financing activities.
- d. Documentation from parliamentary bodies that review or approve the budget/public financing activities.
- e. Documentation regarding the budget from previous years.
- f. A searchable database of documentation related to budget/public financing from the current and previous years.

Note: See also recommendations 3.1.a-e

#### *2.4 Oversight (Scrutiny)*

*Note: This section covers all oversight or scrutiny actions (these words are used here synonymously), such as questions (written/oral); answers, replies, and ministerial statements; reports of committees of enquiry; interpellations; and special debates.*

- a. Explanation of oversight responsibilities and the activities of oversight bodies.
- b. Summary and status of oversight activities.
- c. Oversight documentation, such as questions (written/oral); answers, replies, and ministerial statements; reports of committees of enquiry; interpellations; and special debates.
- d. Oversight documentation from previous years.
- e. A searchable database of documentation related to oversight activities from the current and previous years.

*Note: See also recommendations 3.1.a-e*

#### *2.5 Activities of committees, commissions, and other non-plenary bodies*

*Note: Recommendations in this section should be considered in conjunction with those in Section 1.5.*

- a. Documentation produced by non-plenary bodies (committees, commissions, and other official groups) such as schedules and agenda of meetings published in advance, records of meetings and actions taken, reports and documentation (including from other parliamentary offices relevant to the work of the body), hearings, and other activities.
- b. Documentation of non-plenary bodies from previous years.
- c. Websites of non-plenary bodies.
- d. Audio or video broadcast or webcast of meetings.

*Note: See also recommendation 3.2.a*

- e. Audio or video archive of meetings.

*Note: See also recommendation 3.2.b*



## *2.6 Plenary activities and documentation*

- a. Documentation produced from plenary sessions, such as schedules and agenda published in advance, records of actions taken, text of statements by members, and text of debates.
- b. Documentation from plenary sessions from previous years.
- c. Audio or video broadcast or webcast of plenary meetings.

Note: *See also recommendation 3.2.a*

- d. Audio or video archive of plenary meetings.

Note: *See also recommendation 3.2.b*

### 3. TOOLS: FINDING, RECEIVING, AND VIEWING INFORMATION

Section 3 makes recommendation regarding methods of finding and displaying documentation and information about parliaments and its members. Search engines that can serve the needs of both members and citizens, at both the beginning and advanced levels have become essential. Also of growing importance are various methods for providing audio and video webcasting, and the archives that must be developed along with such capacity. Finally, the recommendations note the value of alerting services and mobile access to the website for both members and citizens. Many of these new and highly useful means of access, however, also require recommendations regarding security and authentication.

#### *3.1 Search engine*

A system for search and display that can:

- a. Be used to find and view all parliamentary documentation and information included in Sections 1 and 2 above.
- b. Search for major elements, such as words in the text, status of legislation, dates of actions, members, committees, political parties, and other components that may be required.
- c. Sort results by various criteria.
- d. Meet the needs of members, staff, and the public, and be understandable to both novice and expert users.
- e. Link the results from searches of documentation to relevant audio and video records.

#### *3.2 Broadcasting and webcasting*

- a. Capacity to broadcast or webcast live meetings of any parliamentary body as well as parliamentary events and programs.
- b. An archive of broadcast or webcast meetings, events, and programs that permits on-demand viewing.

### *3.3 Alerting services*

Alerting services, such as email, RSS, or other appropriate technologies that enable members and the public to be informed about important parliamentary actions such as the introduction of, and changes to, the status and text of legislation; members' activities; committee activities; oversight and scrutiny activities; and plenary activities.

### *3.4 Mobile services*

- a. Services that enable members and the public to access information and documentation available on the website through mobile devices.

### *3.5 Security and authentication*

- a. Secure services that enable members of parliaments to receive, view, and exchange information and documentation on a confidential basis.
- b. Authentication services, such as digital signatures, that enable the authenticity of documentation and information to be verified by any user of the website.

## 4. TOOLS: COMMUNICATION AND DIALOGUE WITH CITIZENS

Feedback is vital to ensure that websites are responsive to the needs of users. In addition, interactive communication with citizens through the Internet is becoming increasingly important and valuable to parliaments and their members. In the era of the Information Society more and more citizens expect to be able to communicate with their representatives and to receive some form of acknowledgment or reply. The techniques for fostering dialogue continue to grow both in number and in capability, with the potential to place greater burdens on parliaments and members as they try to be responsive. This section makes recommendations concerning the availability of these tools on the website, while noting that testing and evaluation is equally important so that they can be employed effectively but also efficiently.

### *4.1 General feedback*

- a. A feedback utility that allows users to send comments and ask questions about any section of the website.
- b. Information about options and recommended ways to contact members, committees, and officials of the parliament such as by phone, by mail, in person, and through the web.

### *4.2 Communication between members and citizens*

- a. The capacity to contact members, committees, and officials of parliament by unstructured email messages or email forms.
- b. Tools to enable members, committees, and officials to efficiently receive, manage, and respond to email from citizens and civil society.
- c. Interactive tools such as blogs, online fora and discussions, e-petitions, and other methods for interacting with citizens.
- d. Systems for allowing online polling when the subject matter is sufficiently important and the results can be considered helpful.
- e. Testing and implementation of new methods for citizen-parliament interaction as the technologies emerge and as they prove useful to parliaments.

## 5. DESIGN: USABILITY, ACCESSIBILITY, AND LANGUAGE

The section provides recommendations in a number of areas that make websites easier to use and more inclusive. These include usability, to ensure that a website is understandable; accessibility, to ensure that persons with disabilities can use it successfully; languages, for parliaments in countries with more than one official language or languages used by a significant percentage of their citizens; and general design elements that constitute good practices for all websites.

### *5.1 Usability*

- a. Design elements and choices derived from a comprehensive vision and understanding of different tasks, different requirements, and different user profiles.
- b. User testing and other usability methods employed to ensure that the design and use of the website is understandable by its intended audiences at its initial launch and whenever major changes are made.

### *5.2 Accessibility standards*

- a. W3C standards or other applicable standards implemented to ensure that the website can be used by persons with disabilities.

### *5.3 Languages*

- a. For countries with two or more official languages, or languages used by large percentages of the citizens, every feasible effort should be made to have the entire contents of the parliamentary website available in these languages.
- b. If only a partial version can be made available in other languages of the country, the focus should be on permanent information such as how parliament works, how to contact members, etc. A summary of current parliamentary activities should be provided on a periodic basis.
- c. A complete or partial version of the site should be provided in one of the languages commonly used for international communication.

#### 5.4 *General design elements*

- a. The following design elements available to users:
  1. Frequently Asked Questions
  2. What's new on the website?
  3. Site map
  4. About this website (who owns it, manages it, update policy, etc.)
  5. Help function
  6. Whom to contact for questions about the operation of the website
  7. Guidance on how to search
- b. Support for multiple browsers and assurance of a reasonable level of backward compatibility of new features and content that does not interfere with needed innovation.

## 6. OVERSIGHT: MANAGEMENT AND RESPONSIBILITIES

Having good websites requires parliaments to provide active leadership at the highest levels, adequate resources and a strong commitment to the accuracy and quality of information. Achieving transparency and accountability requires a willingness to share documentation with civil societies and other institutions. The use of open standards has also become highly important for the exchange and preservation of information. This section provides recommendations dealing with authority and responsibility, resources and support, strategic planning, roles, the management of documentation and information, and publicity about the website.

### *6.1 Authority and support*

- a. Website has the approval and support of the highest parliamentary and administrative authorities.
- b. Adequate long term funding and trained staff (internal, external, or a combination) are made available.
- c. An adequate and secure technical infrastructure is provided.

### *6.2 Strategic vision and planning*

- a. Officials, members, officers, and staff participate in establishing needs and goals.
- b. Goals of the website are defined in writing.
- c. Needs of the intended audiences are defined in writing.
- d. Periodic evaluation of the website is conducted to ensure it continues to meet the strategic goals of the parliament and the needs of members and the public.

### *6.3 Roles, responsibilities, and coordination*

- a. Oversight and management roles and responsibilities are defined in writing.
- b. A team is established for ensuring that content is timely and accurate.
- c. A high level of collaboration is established among the

staff responsible for content and the staff responsible for technical systems.

#### *6.4 Management of documentation and information*

- a. A work flow system is in place to prepare and manage proposed legislation, and oversight, committee, and plenary documentation.
- b. Open document standards, such as XML, are used to prepare proposed legislation and other parliamentary documentation.
- c. All parliamentary documentation is available for downloading in open standard formats, such as XML, so that it can be incorporated and easily reused in government, civil society, and private sector systems and websites.
- d. Manual or automated procedures and systems are in place to ensure the accuracy of documentation and media available on the website.
- e. A strategy is in place to meet the requirements established by national or international standards organizations for improving the quality and management of information and communications technology to better support the website.
- f. The text of proposed legislation, related reports and documentation, and the status of parliamentary actions are available on the website as soon as they are available to members and officials.
- g. Explanatory material that makes the text of legislation and procedural steps as understandable as possible is provided.
- h. Material that explains the context and assesses the possible impact of proposed legislation is available.
- i. Parliamentary documentation is digitized and made accessible for as many prior years as feasible.
- j. A strategy is in place to preserve parliamentary documentation in digital formats.
- k. Methods are established to ensure that links to parliamentary documentation from outside remain stable.



### *6.5 Promotion*

- a. Publicity and other information is made available to help members, citizens, and students become aware of parliament's website, how it can be accessed, and how it can be used.
- b. Close links are promoted between the website and other government and civil society websites.

# APPENDIX III

## GUIDELINES FOR THE CONTENT AND STRUCTURE OF PARLIAMENTARY WEB SITES

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*Approved by the Inter-Parliamentary Council  
at its 166<sup>th</sup> session (Amman, 6 May 2000)*

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## Introduction

In recent years, acceptance of the Internet as a global information medium has attained phenomenal proportions. Although no firm conclusions can yet be drawn from the public debate on the Internet's impact on democratic institutions, it has undeniably led to a dramatic change in the way many people communicate and increased the ability of institutions, businesses and individuals to channel information.

Parliaments are well placed to take advantage of the Internet's ability to disseminate electronic documents quickly, cheaply and efficiently. Moreover, as new communication technologies make it possible to establish a closer relationship between citizens and their representatives, it is increasingly likely that the Internet's role in the political process will evolve beyond the mere dissemination of information.

The contours of the future affinity between politics and the Internet are gradually coming into focus. Information technology looks set to provide an electronic boost to democracy as unconstrained access to legislative information and the interactive nature of parliamentary Web sites make the legislative process and parliamentary proceedings more transparent and subject to closer public scrutiny.

The first steps in this direction have already been taken. The total number of parliaments operating a site on the World Wide Web is growing day by day. The Internet is expanding its reach and gradually putting paid to the notion that this new medium is least available where it is most needed to promote democracy.

Yet much remains to be done to ensure that every national parliament can operate its own Internet site as part of a global parliamentary network and that the practical potential of existing parliamentary Web sites is enhanced for the benefit of both legislators and broader circles of Internet users. Time and again, the IPU, as the world Organisation of national parliaments, has been urged to take the initiative in this regard.

The Union has made considerable progress in promoting the use of modern communication technologies, such as the Internet, for inter-parliamentary communications. Its Web site (<http://www.ipu.org>) has become an indispensable tool for dissemination of parliamentary information on the Internet. PARLINE and PARLIT - the two on-line databases developed by IPU to make information on the structure and functioning of national parliaments easily accessible to all Internet users - have proved particularly popular.

Feedback from these users convinced IPU that its site had a specific role to play as a focal point for universal parliamentary liaison on the Web. Direct links with the sites of individual parliaments will both facilitate navigation between them and supplement the general parliamentary information available on the IPU site with more detailed data from national sites.

But this task is complicated by the absence of many parliaments from the Internet and the lack of harmony in the content and structure of existing parliamentary Web sites. There is a distinct need for some measure of standardisation of the information placed on such sites and this can only be achieved through a concerted effort by the parliaments concerned. Harmonisation should be a gradual process, in which the diversity of political systems and practices, and the language and cultural traditions of each country as reflected in its parliamentary site are fully respected.

An analysis of exhaustive data compiled by the IPU Secretariat in summer 1998 suggested that the content of a typical parliamentary Web site is likely to follow common patterns and that the prevailing features can be documented and systematised in the form of general guidelines applicable to all parliamentary sites.

Such Guidelines were prepared by the IPU Secretariat at the request of the Executive Committee. National parliaments were subsequently consulted through the Association of Secretaries General of Parliaments (ASGP). The consolidated draft is presented in the following chapters which contain a series of recommendations concerning various aspects of the content and structure of parliamentary Web sites. Grouped into three sections based on logical criteria, the Guidelines cover essential content, the use of hyperlinks and interactivity tools, as well as general usability and design considerations. Each set of recommendations contains two clusters, the first of which includes universally recommended elements and the second optional ones.

The Guidelines are practically oriented so as to facilitate the task of parliaments embarking on the initial planning of their Web sites before the job is handed over to Web site designers. Parliaments that already operate Web sites are expected to harmonise them with the Guidelines as soon and as much as technically feasible. It goes without saying that implementation of such harmonisation practices should be carried out in full respect of the inherent diversity of political systems and practices, as well as of the language and cultural traditions of each country.

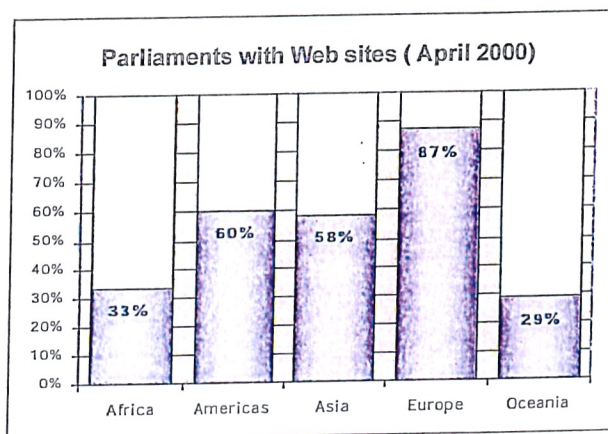
Internet technology is constantly evolving. It may therefore become necessary to review and update the Guidelines in the light of future developments. The IPU Secretariat will be entrusted with this task and will also be charged with the preparation of regular surveys of progress in the practical implementation of the Guidelines.

## Contours of the present situation

A distinctive feature of the last decade of the twentieth century has been the exponential growth of public interest in the World Wide Web. National parliaments have been quick to catch up with the general trend. Nearly two-thirds of them were operating their own Web sites by the turn of the century.

As of 1 April 2000, parliaments in 101 countries have established their presence on the Web. This represents 57% of the total number of parliaments. Moreover, parliamentary chambers in bicameral parliaments often have separate Web sites.

In terms of geographical distribution of parliamentary Web sites by continent, the situation is relatively heterogeneous. While Europe leads the way with 87% of its national parliaments operating Web sites, Africa lags behind with a mere 33% (16 countries out of 48), as does Oceania with just 29%. More than half of all national parliaments in Asia and the Americas are present on the Web.



It should be noted that the situation is rapidly changing. Over the last two years, the overall number of parliaments with Web sites has nearly tripled and many of the newcomers are from the continent of Africa. The Inter-Parliamentary Union has been instrumental in setting up some of these sites through its programme of technical assistance to parliaments.

With well over half the world's parliaments operating Web sites already, it is a fact of political life that a parliamentary presence on the Internet is no longer an option but a must. However, questions such as the appropriate content of a parliamentary Web site and whether newcomers can learn from the experience of their forerunners must still be addressed.

During the summer of 1998, IPU conducted an in-depth survey of all parliamentary sites then existing on the Web. The purpose of the exercise was to identify the prevailing features of such sites in terms of both content and structure, to evaluate their comparative usefulness and eventually to establish a checklist of elements that could be systematised and recommended for inclusion in parliamentary Web sites in the form of general guidelines applicable to all such sites.

As stipulated in the decision of the Union's Executive Committee (Windhoek, April 1998) that authorised the survey, *"such guidelines should contain recommendations for inclusion of various information sections in parliamentary Web sites and directions with regard to language use and implementation of technically advanced features of the site. The guidelines should be practically oriented so as to facilitate the task of parliaments embarking upon initial planning or subsequent modification of their Web sites before the job is passed over to actual Web designers"*.

The survey was carried out by the IPU Secretariat with the assistance of external collaborators using standard Internet-connected computers. Individual Web sites of some 125 parliamentary chambers in 82 countries were visited in the period from 5 to 18 August 1998 and scrutinised on the basis of 48 "yes-or-no" criteria. The resulting data were systemised in table form. This exercise yielded a "snapshot" of the state of all parliamentary sites on the Web, thus making it possible to compare their respective content, structure and functional characteristics in a methodologically correct manner.

An analysis of the data collected in this way confirmed the hypothesis that the content of a typical parliamentary site is likely to follow a pattern and that most Web sites of national parliaments share a number of prevailing structural features.

For example, introductory pages usually comprised a brief overview of the parliament's history (54% of sites) and information on the parliamentary and/or electoral system (63%) and on presiding officer(s) of parliament (71%). On the other hand, a calendar of parliamentary business was included in only 22% of sites, and only one-third of sites offered the possibility of a "virtual visit" to the parliamentary premises.

A list of members of Parliament was available on 75% of sites and was often sorted in alphabetical order or by constituency and/or party affiliation. Some 49% of sites offered biographical data on members of Parliament, ranging from date of birth and occupation to information on educational background, family members and political activity. A breakdown of seats by party was available on 52% of sites, and 22% provided full results and/or statistics concerning past elections. Some 30% of sites listed the e-mail addresses of at least some parliamentarians and, exceptionally, links to Web homepages of individual members of Parliament.

Most parliamentary sites provided information on legislative bills or proposals and/or enacted legislation in one form or another. 65% contained either the complete text of the National Constitution or excerpts referring to the legislative branch. 37% of sites listed the text of Standing Orders or parliamentary Rules of Procedure. Some 47% of sites presented information on current legislative business in the form of an organisation chart or a textual description. 34% of sites provided access to texts of pending legislation. 43% contained summaries of parliamentary sessions and 14% feature full records of the proceedings. Only 7% of sites provided the full texts of adopted laws within a few days of the date of adoption.

Over 70% of sites contained a list of parliamentary bodies (committees, subcommittees, commissions, etc.). However, only 61% of sites gave the names of the presiding officers of such bodies and 56% the full membership. Contact information concerning these bodies was available in only 21% of cases, while 36% of sites included at least some form of description of the parliamentary bodies' functions and working procedures.

Surprisingly, only one-third of all sites included basic information on how the parliament in question could be contacted (postal address, telephone, fax). However, 65% of sites provided the parliament's e-mail address and some 17% offered a feed-back utility for sending questions and comments to the parliament directly from the Web page. Less than half of all sites (44%) include links to Web sites of other national parliaments and exactly 50% provided links to international and regional inter-parliamentary organisations, such as IPU. In addition, 27% of sites provided links to Web sites of political parties and 14% to those of state and provincial legislatures.

Only 3% of sites (4 out of 125) maintained regular discussion forums where users could put on-line questions to parliamentarians or participate in exchanges of views on specific topics with other members of the electorate. 5% of sites offered the possibility of subscribing to special mailing lists for the circulation of regular e-mail updates on parliamentary activities. Lastly, only 2% of sites were equipped with a facility allowing users to participate in opinion polls concerning general political questions and current issues.

Ease of use of parliamentary Web sites varied greatly too in terms of both technical implementation and navigational and linguistic aspects. For example, a quick-search facility was available on only 21% of sites, a "what's new" page on 28% and a sitemap on 13%.

While 88% of sites used at least one of the respective country's official languages, 76% had a parallel version in English. Sites in foreign languages other than English are rare (12%), and even the parallel English-language version was often incomplete and limited to a few basic pages.

It is noteworthy that 72% of parliamentary Web sites were maintained by national parliaments themselves, 12% by various government services and 16% by third parties on behalf of the respective parliaments.

Further details of information compiled by the IPU in the course of the survey of parliamentary Web sites are readily available from the Union's Secretariat.

A comprehensive analysis of the data compiled was carried out on the basis of generally applicable rules of Web design. This has made it possible to formulate a set of practical recommendations concerning the content and structure of parliamentary Web sites, which are briefly introduced in the following chapters.



## Essential elements of content recommended for inclusion in parliamentary Web sites

### 3.1 GENERAL INFORMATION ON THE STRUCTURE OF PARLIAMENT

Persons wishing to get acquainted with a given parliament through its Web site should be offered a logical starting point. Such an "overview" page (or an entire section) serves as a point of departure and contains introductory information about the parliament's overall structure and functioning. It usually includes multiple intra-site links with further pages dealing with specific issues.

The layout of the Web site's general information page/section is necessarily distinctive for each parliament and/or parliamentary chamber. However, a number of common content-related elements can be identified.

#### Recommended elements

- **Overview** of the composition and functions of the national parliament and its constituent bodies, including a description of the specific role of each parliamentary chamber (for bicameral parliaments) and non-plenary bodies (committees, commissions, etc);
- Full text of the **Standing Orders**, Rules of Procedure or similar rule-setting documents;
- Text of the country's **Constitution** (when applicable);
- List of **international and regional parliamentary assemblies** of which the parliament is a member

#### Optional elements

- Overview of **parliamentary procedure**;
- Explanation of the routine order of **parliamentary business**;
- **Statistics** on the activities of the current legislature;
- Brief **history** of the national parliamentary institution;
- Texts of **official press releases** of the parliament;
- "Guided tour" of the **parliamentary building**;
- Diagram of **seating arrangements** in the parliamentary meeting room;
- Diagram/organization chart of the Secretariat of Parliament together with the name of and other relevant information about the **Secretary General/Clerk** of Parliament;
- Practical information on **access to the parliamentary building, library and archives** (when applicable)

### 3.2 ELECTORAL SYSTEM, PARTY GROUPS

Representative democracy can only function efficiently if citizens are able to exercise their political rights in full awareness of the underlying election laws. The Web sites of national parliaments are not only a logical place to look for relevant information but also offer user-friendly features which make the task of locating specific documents easier.

Likewise, when parliamentary elections take place in a given country, the Internet becomes the preferred news medium for anyone without access to the country's press or television who needs to know the results of elections as soon as they are made public or - better still - in real time. It is particularly important that relevant electoral data should come from an official source - the parliament itself.

Information on the current breakdown of seats by party within national parliaments is also much sought after. Journalists, political analysts, scholars and many other categories of Internet users rely on parliamentary Web sites for up-to-date information on the relative strength of parties, party coalitions and the political affiliation of individual MPs.

The PARLINE database of the Inter-Parliamentary Union may be viewed as the Internet's one-stop shopping place for information on election results: it covers all the world's parliaments and presents data formatted in a uniform way so as to facilitate cross-country comparisons. However, due to delays in information gathering and processing, PARLINE data is sometimes out of synchrony with the actual state of affairs.

It is clear from the foregoing why information on electoral and party groups is usually assigned a central role on parliamentary Web sites. It is important to include the following components in the corresponding section of the site:

#### Recommended components

- Explanation of the **election procedure** (voting system, electoral divisions/constituencies, who votes, who can be elected, nomination requirements, who conducts the election, etc.);
- Results of the last elections by **party affiliation** and **constituency**.

#### Optional components

- **Current composition** of party groups and coalitions;
- Results of last elections by **age, gender** and **profession**;
- Texts of relevant **election laws**.

### 3.3 LEGISLATIVE PROCESS AND DOCUMENTS

For obvious reasons, it is impossible to spell out the intricacies of the legislative process in just a few pages of a parliamentary Web site. Instead, the site should offer a succinct description of parliamentary procedure and provide an elaborate mechanism for search and retrieval of legislative documents, including texts of bills and amendments. It is equally important that

Internet users should be able to obtain information about progress achieved in any specific piece of legislation.

On-line databases and specially designed search mechanisms can achieve a high degree of sophistication, the corollary being that their technical implementation may pose a formidable challenge.

Regardless of the specifics of the document search mechanism implemented on a given parliamentary Web site, the section dealing with the legislative process should contain key components from among those listed below. It is particularly important in this regard to update relevant information regularly so as to reflect the actual status of parliamentary business.

#### Recommended components

- Schematic explanation of the **legislative process**;
- **Legislative agenda** and schedule of the current session;
- Searchable database of **legislative acts enacted by the current legislature**;
- **Status** of current parliamentary business by bill number, topic, title, date, document code, parliamentary body, etc.

#### Optional components

- Searchable database of **committee reports, records, hearings, votes** and other parliamentary documents pertaining to the current legislature;
- Searchable database of legislative acts and other parliamentary documents pertaining to at least immediately **preceding legislatures**;
- Special section on **budget and financial legislation**;
- **Summary** or **complete records** of parliamentary debates/sessions;
- Special section devoted to **parliamentary questions and inquiries addressed to the executive branch**;
- **Glossary** of parliamentary procedure;
- Audio and video **Web telecasting of parliamentary sessions**

### 3.4 PRESIDING OFFICERS

It follows from the institutional prominence of the office of the President (Speaker) of parliament or a parliamentary chamber that this function should feature prominently on the parliamentary Web site. The corresponding pages commonly attract a large number of visitors, many of whom address their questions and comments via e-mail.

#### Recommended content

- **Biodata** of the current Presiding Officer of the parliament or parliamentary chamber;
- Brief description of the Presiding Officer's **powers and prerogatives**;
- Names of **Deputy-** and/or **Vice-Presidents** (if applicable).

### Optional elements

- Presiding Officer's public **agenda** (upcoming meetings, events);
- Collection of the Presiding Officer's important **speeches** and public addresses;
- List of **past Presiding Officers**;
- **Feedback** page or similar mechanism for sending questions and comments to the Presiding Officer.

## **3.5 MEMBERS OF PARLIAMENT**

Citizens show particular interest in the daily work of their parliamentary representatives. The Internet adds greater transparency to this situation, while at the same time enabling individual members of parliament to gain prominence in the public eye.

Accordingly, parliamentary Web site developers should pay special attention to informing the electorate and public at large not only of the legislators' names but also of the scope of the tasks, responsibilities and activities of each individual.

It is a sign of the times that members of Parliament increasingly operate their own Web sites, which serve basically the same purpose but whose content is determined by each member independently. Such sites complement information available on the official Web sites of national parliaments.

### Recommended minimum

- Up-to-date **alphabetical list** of all members of Parliament (current legislature) with information about each MP's constituency, party affiliation and membership in parliamentary committees and/or commissions, and with hyperlinks to MPs' personal Web sites (where applicable);
- Similar to the above but with the list of members grouped by **constituency**;
- Similar to the above but with the list of members grouped by **party or political affiliation**;
- **Contact information** for each member of Parliament including his or her e-mail address (where applicable);
- List of **former members of parliament who have resigned from the current legislature or whose membership ceased** for any other reason

### Optional elements

- **Biodata** of each member of Parliament;
- Automatically generated index of references to instances of **participation in parliamentary debate** sorted by member's name, date and topic of discussion;
- Public **record of voting** by individual members of parliament (when applicable);
- Basic information concerning the **status of a member of Parliament**, such as parliamentary immunity, inviolability, salaries and allowances, etc.;
- **Alphabetical list** of members of Parliament of the legislature immediately preceding the current one with clearly specified dates.

### 3.6 PARLIAMENTARY BODIES

A category of information that is particularly difficult to locate other than on the Web sites of national parliaments is that concerning the structure, mandate, composition and work programmes of standing and ad hoc non-plenary bodies such as parliamentary committees, subcommittees and commissions.

While general information about all parliaments is readily available from the PARLINE database of the Inter-Parliamentary Union, it is impossible for IPU to keep pace with daily developments in the non-plenary bodies of national parliaments. Nonetheless, such information is in strong demand, as amply demonstrated by the content of feedback messages received through the IPU Web site.

For this reason, it is important for national parliaments to make relevant updated information available on their respective Web sites.

#### Recommended data

- Complete **list of non-plenary parliamentary bodies** with hyperlinks to separate pages devoted to each body in that category;
- Description of the **mandate and terms of reference** of each parliamentary body;
- **Membership** and names of **presiding officer(s)** of each parliamentary body;
- Information on **current business** and data on upcoming meetings;
- Relevant **contact information** (addresses, telephone and fax numbers, e-mail) of each body;
- Composition and other relevant information concerning the **National IPU Group, parliamentary friendship groups** as well as national **delegations to international and regional parliamentary assemblies** of which the parliament is a member.

#### Optional data

- **Schedule** of meetings and hearings held by each parliamentary body;
- **Press releases** and other relevant material pertaining to the work of each body;
- Historical data on the **National IPU Group**.

### 3.7 PUBLICATIONS

Parliaments increasingly offer Internet users the opportunity to order parliamentary publications and informational material directly via the Web site. This feature is especially appreciated by researchers, students and other users who are interested in receiving such documents but live in other countries or geographically remote regions. It should be noted, however, that the operation of a special service for on-line ordering of parliamentary publications and informational material can be costly and have staffing implications.

The availability of on-line order services does not imply that more traditional modes of distribution of parliamentary documents should be discontinued. The mail order system and the parliamentary kiosk remain as relevant as ever, but placing adequate information about parliamentary publications on Web sites may well enhance their dissemination and thus, in the long run, their impact.

Recommended information

- **List of publications and documents** currently available from the Parliament indicating their prices;
- Information on **how this material can be obtained** by traditional means and (where applicable) through the on-line order service.

Option

- Direct **on-line order service** allowing users to select their publications and pay for them with the help of electronic commerce tools;
- Electronic versions of those **publications that can be downloaded from the site** free of charge, for example, in \*.PDF format.

# 4

## Interactivity tools and links with other Web sites

### 4.1 EXTERNAL HYPERLINKS

Hyperlinks ("clickable" connections to other intra-site documents or to external sites) are the basis of the World Wide Web. Web sites commonly contain multiple hyperlinks to other related sites, the only problem being the need to keep them up to date (the placement of documents on external sites is often subject to change without warning).

Internet users should be able to find their way easily from a national parliament's Web site to those of political parties and government institutions, other countries' parliaments, inter-parliamentary structures, and so on. The actual number and scope of links may vary greatly depending on the degree of presence of State institutions of a given country on the Internet and the ability of the site's Webmaster to keep all links up to date.

It is recommended that external links be grouped either on one page or on several pages by category (e.g. national institutions, state and provincial legislatures, foreign countries, international and regional organisations, etc.).

#### Recommended links

- Web sites of the country's **Presidency, Government, Constitutional and Supreme Courts** (when applicable);
- Official **Web site of the country** (usually maintained by the Ministry of Tourism or similar governmental services);
- Web site of the **other chamber** in a bicameral parliament (when applicable)
- Web sites of **state/provincial legislatures**;
- **Inter-Parliamentary Union** (<http://www.ipu.org> for English and <http://www.ipu.org/french/home.htm> for French);
- Other **international, regional and sub-regional parliamentary organisations** (a non-exhaustive list can be found at <http://www.ipu.org/english/otherweb.htm>)
- Web sites of **national political parties**;
- Web sites of **individual members of Parliament** (where applicable).

#### Optional links

- Web sites of individual **ministries and other national agencies**;
- Web sites of **national parliaments of other countries** (as this information is constantly changing, it might be easier to establish a link with the relevant page at the IPU site: <http://www.ipu.org/english/parlweb.htm>, which is regularly updated);
- **Global Internet search engines** (such as Yahoo!, Lycos, Alta Vista, Infoseek, etc.);
- **National Internet search engines** (when applicable).

## 4.2 FEEDBACK AND OTHER INTERACTIVITY TOOLS

Web sites are becoming increasingly interactive. Static content and one-way communication are gradually giving way to more sophisticated Internet tools allowing users to ask questions, send comments, participate in discussion forums and opinion polls, subscribe to news according to personal preferences, buy goods and services on-line, etc.

Interactive Internet technologies already have a visible effect on political practices in many countries, placing legislative institutions at the centre of the public debate on the advent of so-called "electronic democracy", which is likely to change traditional notions of democratic institutions and of citizens as actors.

The very nature of parliaments implies that parliamentary Web sites should be open to interaction with citizens and equipped with the adequate technical means for such communication. However, caution should be exercised in the practical implementation of interactivity mechanisms in order to prevent the Web site from becoming a disruptive factor in the normal functioning of the parliamentary institution.

### Recommended tools

- A **feedback utility** that allows users to send their comments and questions directly to the Webmaster by means of forms (i.e. without resorting to e-mail services which might be unavailable in some situations);
- Preconfigured **electronic mail** for sending messages to parliamentary bodies and individual officers directly from the pages of the Web site.

### Optional tools

- **Discussion forums** where users can take part in on-line discussions on specific issues, usually related to current debates in the parliament; members of parliament often act as moderators for such forums;
- **Mailing lists** which allow users to subscribe to automatic e-mail delivery of parliamentary information, such as legislative texts;
- Electronic **opinion polls** which allow users to express their views on a given subject through multiple choice questions.

## 4.3 CONTACT INFORMATION

Available statistical data leave little doubt that one of the main reasons why Internet users visit parliamentary Web sites is to find out how elected representatives or parliamentary bodies can be contacted electronically as well as by traditional means (telephone, fax, mail).

### Recommendation

- All sections of the site (from the home page down to pages devoted to individual members of parliament) should contain relevant contact information placed at **visible spots** throughout the site.



## Usability and design considerations

### 5.1 LANGUAGES

Textual information on parliamentary Web sites only serves a purpose if visitors are able to read it. Unlike printed media distributed locally, Web pages are more than likely to be visited by people from other parts of the world who do not necessarily speak the site's "native" language. Moreover, for countries with two or more official languages, the choice of a Web site language or languages has political ramifications.

Although it is technically possible to maintain parallel editions of a Web site in as many language versions as necessary, considerations of a practical order (cost of translation, time constraints, staffing needs, etc.) make it difficult to operate multilingual sites. This is especially true of sites with dynamically changing content.

When the creation and maintenance of mirror versions of a given site in each site language pose a problem, the solution may be to have important documents translated into all site languages and leave the rest of the contents in the original language only.

#### Recommended combination

- For countries with two or more official languages, the entire content of the parliamentary Web site should be available in at least **one of the official languages** of the country;
- A complete or partial version of the site should also exist in **one of the languages of international communication**, usually **English**.

### 5.2 SEARCH AND INTERNAL NAVIGATION TOOLS

However clear and logical the structure of a given parliamentary Web site may be, it is imperative, due to the relative complexity and abundance of the data it contains, that visitors be provided with tools for easy location of information on the site and quick and orderly navigation. For example, it is advisable to indicate clearly and at a visible spot the date when the site (or an individual page of the site) was last updated.

Naturally, the general rules for effective Web site structuring are applicable (no page should be deeper than three or four levels down from the home page; consistency in the interface and data presentation should be observed; good use should be made of metatags and keywords, etc.).

The following mechanisms and tools are of special relevance in this regard.

#### Recommended tools

- **Quick search utility** - this standard intra-site search tool is based on automatic indexing of documents and allows free-text search for words and word combinations throughout the site;
- **"What's New"** page - a sort of announcement board with direct hyperlinks to the newest documents on the site;
- **Site map** - textual or graphical visualisation of the site's overall structure containing hyperlinks to individual documents.

#### Optional tools

- **"Frequently Asked Questions"** page - a traditional Internet method of providing a one-stop place for answers to questions that are asked most frequently;
- **Keyword index** - a special page (usually generated automatically) from which all documents are accessible directly through their respective keywords;
- **Parliamentary staff vacancies** page.

### 5.3 ADVANCED TECHNICAL FEATURES

Web technology is progressing very quickly and additional features are becoming available with every new generation of server and browser software.

While there is no reason why parliamentary Web sites should not fully benefit from these new and advanced technologies together with the rest of the Internet, a word of caution may be necessary.

Web sites of national parliaments are likely to receive visits from all over the world, including from countries in which the quality of telephone lines is not very high and the speed of Internet connection is correspondingly slow. A surprisingly large proportion of users are still running outdated versions of browser software and thus risk seeing the site in a distorted form unless special measures are taken by the site creators to ensure its compatibility with legacy browser software. Moreover, parliamentary Web sites are likely to be visited by various categories of the general public including visually impaired persons who may have difficulty in reading Web pages designed with the use of frames.

In view of these and other considerations, caution should be exercised in using technically advanced features and heavy and/or animated graphics on parliamentary Web sites.

#### Recommendations

- In many situations, it is possible to speed up the downloading of long documents (such as legislative acts) if a **text-only version** of the site is available and can be chosen by users at their discretion;
- Document pages, which are likely to be printed out frequently, should preferably not use **frames**;

- New technologies should be used throughout the site in such a way as to ensure **compatibility with legacy browser software**;
- Special **features requiring extensive downloading** - such as virtual tours of parliamentary premises - should remain purely optional and should not hamper the accessibility of other parts of the site;
- Web sites should be adapted to the **needs of visually impaired persons** by making alternative "no-frames" versions of Web pages available as much as possible.

#### 5.4 METHODOLOGICAL RECOMMENDATIONS

The success of any parliamentary Web site creation project depends to a great extent upon adequate planning and organisation of work. Practical experience suggests that the importance of the following tasks should not be underestimated in this regard:

- Ensuring that **political and administrative authorities are fully aware and supportive** of the project;
- Defining the **content of the site** both from the point of view of targeted audience as well as the capacity of information sources to deliver necessary documents;
- Elaborating a detailed **graphical chart of the site**;
- Securing adequate **financial resources**;
- To establish the **site creation team** and ensure its training;
- Finding an appropriate **site-hosting solution**;
- Establishing a clear procedure with regard to **roles and responsibilities in updating the site's content**;
- **Promoting the site** by means of various Internet tools and options.

## The Hague Rules for parliamentary websites

### Principles to guide the development of a parliamentary website

One of the first tasks confronting Members and officials in parliaments is the development of a set of principles on which the website will be developed. Because the website must serve the most important goals of the parliament, political choices must be made before technical work can be undertaken. These principles, and hence the design of the website, should reflect the values of the parliament, especially with respect to transparency, accountability, accessibility, and effectiveness. They should be determined at the highest level of authority within the legislature and should be supported by the members and the secretariat. The articulation of principles should result from the collaborative efforts of all major players within the parliament, including its leaders, members, senior officials, and staff. The principles should be available to all in written form and must address the following questions:

1. How open and transparent does the parliament want to be? Examples:
  - a. Will all documents be publicly available?
  - b. Will all agendas for plenary sessions and committee meetings be publicly posted well in advance?
  - c. Will there be a time delay between when information is made available internally and its release to the public?
  - d. Will the internal budget of the parliament be published?
2. How should the website support accountability? Examples:
  - a. Will recorded votes of members be readily available to the public?
  - b. Will Members have to disclose their financial holdings and their official expenditures?
  - c. Will records of the activities of members, committees, and the leaders of the parliament be readily available and accessible?
3. How accessible and inclusive does the website need to be? Examples:
  - a. What steps will the parliament take to make its website attractive and engaging for diverse audiences?
  - b. What efforts will be made to make the contents understandable to citizens?
  - c. What efforts will be made to ensure that all citizens, including persons with disabilities and those excluded by the digital divide, will have access?
4. What are the goals for engaging citizens and civil societies and encouraging them to express their views on policy issues and proposed legislation?

- a. What methods will be tested, used, and encouraged?
  - b. What systems will be built to help organize and benefit from citizen input?
5. How will the website be managed on a daily basis?
    - a. How will management be a collaborative and inclusive effort?
    - b. Who will set the goals and objectives?
  6. How will the quality of the website be ensured?
    - a. How should quality be defined?
    - b. How will the necessary compromises among accuracy, timeliness, completeness be managed?
    - c. Who will ensure the quality of the site?
    - d. What procedures need to be established?
  7. How will the website help to improve the efficiency of the parliament?
    - a. What standards for efficiency should be employed?
    - b. Who will enforce the standards?

### **Essential elements of a parliamentary website**

Based on the goals, values, and principles established by the parliament, a website should include the following information, documents, and components. (The number preceding each item is used for ease of reference and is not intended to indicate a priority order of the elements.)

1. *A welcome and introduction to the parliament.* The history, role, and organization of the parliament, along with a description of its responsibilities, functions, and procedures. How to visit the building and how to contact its members. The schedule of meetings and business activities.
2. *The people of parliament and what they do:* The names of the leaders, committees, and members as well as the secretariat. How they are elected or chosen. Their roles and responsibilities along with summaries of their activities, accomplishments, and decisions. Links to websites of committees, members, and other parliamentary bodies.
3. *All published documentation* of the parliament dealing with its legislative and oversight activities in digital and audio/visual formats that are accurate, complete, and timely. Text and status of all proposed legislation, summaries of committee actions, summaries and verbatim records of plenary sessions on the website as soon as

available. All documentation able to be authenticated. As much of the data and documentation as possible prepared using open standard formats and downloadable by those outside the parliament.

4. *Multiple channels of access*, including search engines, broadcasting, webcasting, alerting services, and mobile communications. These channels must be secure.
5. *Multiple methods of communication with citizens*. Both traditional and technology-based methods to enable citizens to contact members, committees, and leaders of the parliament. Capacity for citizens to register their views. New communication methods evaluated to determine their potential value to the legislature for its representative functions.
6. *An understandable and accessible website*. Accessibility standards to ensure all people, including persons with disabilities, can access the website. Implementation of tools and design features that make the website attractive, responsive to the needs and interests of different audiences, including young people, and engaging. Explanatory material that enables citizens to understand proposed legislation and the legislative and oversight process. Translation into multiple languages in linguistically diverse cultures.

## Oversight and management requirements

To be successful in meeting the goals of the parliament, websites must be continually overseen, regularly evaluated, and effectively managed. Achieving these objectives requires:

1. Political support at all levels including that of the highest authorities.
2. Adequate staff, technical, and financial resources.
3. Goals defined in writing, evaluations conducted, and changes made to the website as needed.
4. Input encouraged from all members and staff.
5. Collaboration and teamwork among departments.

## Examples of what parliamentary websites should include

- Capacity for citizens to ask a question or register an opinion, and receive a timely response from a member or parliamentary office
- Full text of all public documents accessible online and also downloadable in quantity
- Complete and current status of all proposed legislation accessible through a search engine
- Video webcast (and on-demand archive) of all public meetings, linked to the written reports.
- Full compliance with the local rules of access for persons with disabilities
- Explanation (for the non-expert) of the procedures of parliament
- Explanation (for the non-expert) of proposed legislation
- Links between proposed legislation and debates (past and present), bill status, voting records, related documents and reports, and video records
- All documents built according to open standards and accessible via any device at any time and from any place.
- Explanation of the history, role, and responsibilities of parliament
- Information, documents, and features designed to engage young people
- Information about the work of members, such as voting records, salaries, contributions, etc.
- Access to the budget of the parliament

( CPRD Seminar “Parliament on the net V” )

The e-agenda, 6 and 7 May 2010

Adopted Friday May 7<sup>th</sup> 2010

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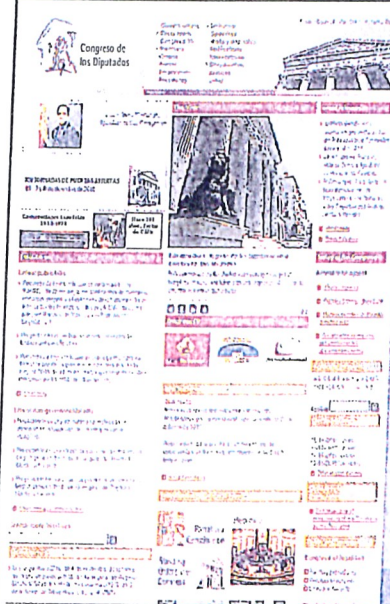
( CPRD vember "Parliament on the net V"" )

The e ague, 6 and 7 May 2010

Adopted Friday May 7<sup>th</sup> 2010



# APPENDIX IV




**Official visit of a Delegation  
Parliament of the Republic of Kenya**


## Spain Congress of Deputies Web Site (short presentation)

**Madrid  
16 Nov 2010**

**Miguel Angel Gonzalo (Webmaster)  
Project Coordination Unit  
Cabinet of the Head Clerk of the House**

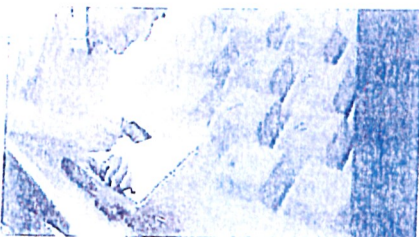


Congreso de los Diputados



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## Agenda



- General information about parliament
- Information about Legislation, Budget, and Oversight
- Finding, Receiving, and Viewing Information
- Communication and Dialogue with Citizens
- Usability, Accessibility, and Language
- Management and Responsibilities

1/2010 2



### General Information about Parliament

Parliamentary websites serve as one of the most important ways for citizens to learn about their parliament – its history, its work, and its members. Section 1 provides recommendations regarding the ways in which parliaments can introduce themselves to the people they represent. This includes information about:

- Access to parliament
- History and role
- Functions, composition, and activities
- Elected leaders
- Parliamentary committees, commissions, and other non-plenary bodies
- Members of parliament
- Political parties in parliament
- Elections and electoral systems
- Administration of parliament
- Publications, documents, and information services
- General links to websites
- Parliamentary pay and allowances

Members' allowances and social protection

Parliamentary pay and allowances

Parliamentary pay and allowances

Members' allowances and social protection

Parliamentary pay and allowances

Members' allowances and social protection

Parliamentary pay and allowances

Members' allowances and social protection



### Essential elements of a parliamentary website (2)

- > Both traditional and technology based methods to enable citizens to contact members, committees, and leaders of the parliament.
- > Use of social networks (under consideration)

- ✓ Accessibility standards to ensure all people, including persons with disabilities, can access the website.
- ✓ Implementation of tools and design features that make the website attractive, responsive to the needs and interests of different audiences, including young people, and engaging.
- ✓ Explanatory material that enables citizens to understand proposed legislation and the legislative and oversight process.
- ✓ Translation into multiple languages in linguistically diverse cultures.

6. An understandable and accessible website



**El Congreso de los Diputados**

**61 Essential elements of a parliamentary website**

The Hague Rules for Parliamentary websites define six types of essential content

- 1. A welcome and introduction to the parliament**
  - ✓ The history, role, and organization of the parliament, along with a description of its responsibilities, functions, and procedures.
  - ✓ How to visit the building and how to contact its members.
  - ✓ The schedule of meetings and business activities.
- 2. The people of parliament and what they do**
  - The names of the leaders, committees, and members as well as the secretariat. How they are elected or chosen. Their roles and responsibilities along with summaries of their activities, accomplishments, and decisions.
- 3. All published documentation of the parliament dealing with its legislative and oversight activities in digital and audiovisual formats.**
  - Text and status of all proposed legislation, summaries of committee actions, summaries and verbatim records of plenary sessions on the website as soon as possible.
- 4. Multiple channels of access**
  - Including search engines, alerting services, broadcasting, webcasting, alerting services, and mobile communications.

**El Congreso de los Diputados**

**61 Guidelines for parliamentary websites**

Guidelines are based on three important documents:

- Guidelines for the Content and Structure of Parliamentary Websites (May, 2000) (IPU)
- <http://www.ipu.org/inter-parliamentary-websites.pdf>
- Guidelines for Parliamentary Websites (March, 2009). (6 areas)
- Document prepared by the Inter-Parliamentary Union and the United Nations Department of Economic and Social Affairs, through the Global Centre for ICT in Parliament <http://www.ipu.org/PDF/publications/web-e.pdf>
- The Hague Rules for parliamentary websites, (May, 2010)
- Adopted in "Parli@ments on the Net VIII meeting", The Hague 6th - 7th May 2010



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## Information about Legislation, Budget, and Oversight

The core of the work of a parliament is its legislative, oversight, and budget responsibilities. This Section focuses on explanations of these activities

- General information about legislative, budget, and oversight activities
- Legislation
- Budget/Public Financing
- Oversight (Scrutiny)
- Activities of committees, commissions, and other non-plenary Bodies
- Plenary activities and documentation

**Main topics**

- Electronic Register
- Debates (1810-present day) in electronic format
- Congress TV

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## Outlining, Transferring, and Viewing Information

This section makes recommendation regarding methods of finding and displaying documentation and information about parliaments and its members.

- Search engine
- Broadcasting and webcasting
- Mobile services
- Security and authentication

**Main topics**

- Search engine (BRS)
- Parliamentary Channel (WM, Plenary meeting, Committees, special events) 2003-2010
- <http://movil.congreso.es>
- Intranet (https)
- Digital signatures, that enable the authenticity of documentation and information

### Information

Electronic signature on official documents

- Information
- Electronic signature on official documents
- At PDF files included in the Register of Members' Records, published by this site are signed with an electronic certificate issued by the Oficina Nacional de Fideicomiso y Timbre Real Casa de la Moneda in the name of the Chamber and ensure the integrity of these files.
- The use of the certificate is done to ensure the accuracy and integrity of the documents published by the services of the Chamber.
- To view this certificate, click on the tab "Signatura" of a digital Record and it will allow the contents of a certificate.
- Click on the Signatura

11/06/2017



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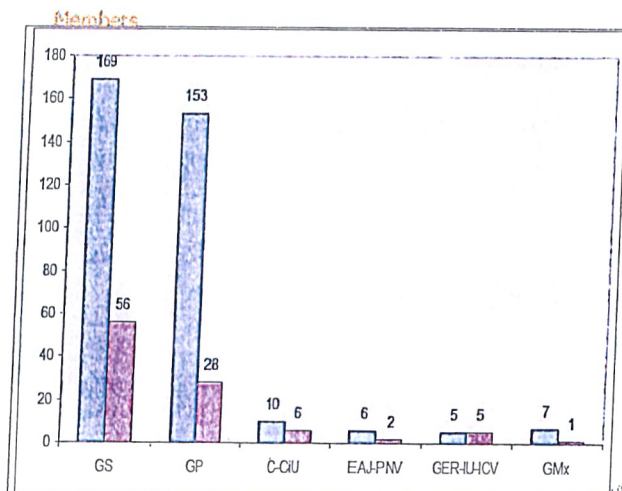
## 06 Communication and Dialogue with Citizens

Feedback is vital to ensure that websites are responsive to the needs of users. In addition, interactive communication with citizens through the Internet is becoming increasingly important and valuable to parliaments and their members

- General feedback
- Communication between members and citizens (partially)

**Main topics**

- Citizenship information service on the web
- Public email for MP's
- 26% MP's (Blogs, Twitter or Facebook)



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## 06 Usability, Accessibility, and Language

The section provides recommendations in a number of areas that make websites easier to use and more inclusive

Usability (web map)  
Accessibility standards

- Languages
- What's new on the website?

**Main topics**

- Level AWC6 (work in progress)
- English version (partial)
- Version in another co-official languages (under political consideration)
- Testing for Firefox, Safari and Opera

### Current affairs

News

- [Ley Orgánica 1/2014](#)
- [Ley Orgánica 2/2014](#)
- [Ley Orgánica 3/2014](#)
- [Ley Orgánica 4/2014](#)
- [Ley Orgánica 5/2014](#)
- [Ley Orgánica 6/2014](#)
- [Ley Orgánica 7/2014](#)
- [Ley Orgánica 8/2014](#)
- [Ley Orgánica 9/2014](#)
- [Ley Orgánica 10/2014](#)
- [Ley Orgánica 11/2014](#)
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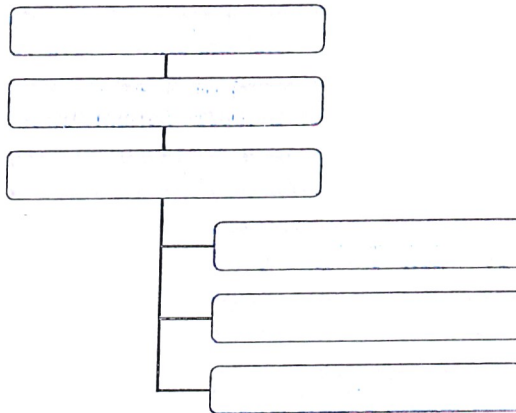


## 07 Management and Responsibilities

Having good websites requires parliaments to provide active leadership at the highest levels, adequate resources and a strong commitment to the accuracy and quality of information

- Authority and support
- Strategic vision and planning
- Roles, responsibilities, and coordination
- Management of documentation and information (partially)
- Promotion

**Main topics**  
 A high level of collaboration among the staff responsible for content and the staff responsible for technical systems.



## 08 Web page statistics

Web page was opened in June 1997

October 2010

Unic users	131.703
Visits	235.841
Pages	5.462.983
Trafic	423.01 GB

# APPENDIX IV

## PROGRAMME OF THE STUDY MISSION OF THE LIBRARY COMMITTEE OF KENYA'S PARLIAMENT

(Rome, 9-10 November 2010)

<b>Tuesday, 9 November</b>		
10.00 a.m.	<i>The delegation arrives at the Chamber of Deputies (Palazzo Montecitorio – main entrance)</i>	Chamber of Deputies
10.10 a.m. - 11.00 a.m.	<b>Guided tour of Palazzo Montecitorio and the parliamentary premises - Presentation of the programme</b>  (with <b>Mr. Alessandro Palanza</b> , Deputy Secretary General of the Chamber of Deputies )	
11.00 a.m. - 1.00 p.m.	<b>Parliamentary documentation</b>  <i>Documentation Activities</i> ( <b>Mr. Alessandro Palanza</b> - Deputy Secretary General)  <i>The Research Department of the Chamber of Deputies</i> ( <b>Mr. Italo Scotti</b> – Head of the Research Department)  <i>The Library of the Chamber and the Joint Parliamentary Library</i> ( <b>Mr. Antonio Casu</b> - Head of the Library Department)  <i>The Chamber and the initiatives of administrative cooperation with the Parliaments of emerging democracies</i> ( <b>Mr. Enrico Seta</b> , Head of the International Unit – Research Department)  <i>The activities of the Library and Research Services for Parliaments Section of IFLA</i> ( <b>Ms. Raissa Teodori</b> - Secretary of the Library and Research Services for Parliaments Section of IFLA)	<i>Sala del Comitato per la Legislazione</i>
1.00 p.m.	<i>The delegation arrives at Palazzo del Seminario</i>	(Via del Seminario, 76)
1.00 p.m. - 2.00 p.m.	<b>Working lunch</b>  (The Hon. Enrico Pianetta, Chair of the Standing Sub-Committee on the Millennium Development Goals – Foreign Affairs Committee, will also attend the lunch)	<i>Palazzo San Macuto –  Roof Garden Restaurant</i>
2.15 p.m. - 3.15 p.m.	<b>Visit of the Joint Parliamentary Library</b>	<i>Palazzo San Macuto and Palazzo della</i>

		Minerva
<b>Tuesday, 9 November (2<sup>nd</sup> Part)</b>		
3.30 p.m.	<b>Information and Communication Technology in Parliament</b> Role and future prospects of the <i>Global Centre for ICT in Parliament</i> (Mr. Gherardo Casini)	Sala dei Busti

<b>Wednesday, 10 November</b>		
<i>2.00 pm</i>	<i>11517 Libertà</i>	
3.30 p.m.	<b>Meeting with members of the Foreign Affairs Committee of the Chamber of Deputies</b> The Hon. Mr. Riccardo Migliori (People of the Freedom Party - PDL) The Hon. Mr. Gianni Verneti (Mixed Group – Alliance for Italy)	Sala dei Busti
4.30 p.m.	<b>Concluding meeting on the outcome of the mission</b> (Mr. Alessandro Palanza, Deputy Secretary General)	Mr Palanza's Office
5.30 p.m.	<b>Meeting with the Hon. Ms. Rosy Bindi, Vice-President of the Chamber of Deputies</b> (Chair of the Committee on Documentation)	Vice-President's Office