

# MALAWI - LEGISLATIVE AND COMMITTEE TRAINING FOR CLERKS AND OFFICIALS

## REPORT SUMMARY

31 OCTOBER-2 NOVEMBER 2018



### IMPACT

This programme has been designed with the aim of building a more **effective, accountable** and **inclusive** Parliament of Malawi, while further strengthening relations between the UK and Malawi.

### OUTCOMES

**Outcome 1:** Members and staff of the Parliament of Malawi have strengthened their technical skills and increased their confidence to deliver their parliamentary responsibilities effectively and efficiently.

**Outcome 2:** Participants have identified specific changes and actions based on the programme sessions, which they will undertake within six months after the end of the workshop.

**Outcome 3:** The relationship between the UK (CPA UK and UK Parliament) and Malawi has further strengthened.

### UK DELEGATION

**Eve Samson**, Clerk, Joint Committee on Human Rights, House of Commons

**John Turner**, Clerk, Public Bill Office, House of Lords

**Alison Walker**, Clerk, Economy, Energy and Fair Work Committee, Scottish Parliament

**Matthew Salik**, Deputy Head, International Partnerships Team, CPA UK

**Umamah Basit**, Programme Officer, International Partnerships Team, CPA UK

### PROGRAMME OVERVIEW

From 31 October-2 November 2018, CPA UK, in partnership with the Scottish Parliament and the Parliament of Malawi, organised a three-day training for clerks and officials of the Parliament of Malawi, to assist them in preparing for their next Parliament in 2019.

The UK delegation comprised of three parliamentary clerks and two facilitators from CPA UK. Sixteen staff members from the Malawian legislature, mainly legislative and committee clerks, took part in a range of plenary and interactive sessions targeted at strengthening their technical skills and knowledge, and increasing their confidence to deliver their parliamentary duties effectively.

The sessions covered a variety of themes including:

- **Managing Committee Business**
- **Pre and Post Election Planning and Programming**
- **Legislative Scrutiny**
- **Committee Inquiries**
- **Conducting Research and Producing Briefs**
- **Member/Clerk Relations**
- **Preparing for a New Parliament**

Participants remained highly engaged throughout the training programme. **In addition to identifying common challenges and opportunities, they formulated their vision for the new parliament, including what is expected of newly elected Members and the parliamentary leadership, and how staff can best support them.** At the end of the workshop, participants were asked to map a trajectory going forward, listing specific changes and actions they would undertake in the run up to the elections in May 2019. These included: communicating openly with Members; undertaking more outreach activities; using social media to convey the role and work of committees; and preparing for meetings more effectively through in-depth research and impactful briefings.

CPA UK staff received very constructive feedback on the programme. Participants stated that the workshop had encouraged them to think more openly and positively, as well as introduced them to new, innovative techniques that would help them deliver their mandate more efficiently.



Participants of the training programme

# MALAWI - LEGISLATIVE AND COMMITTEE TRAINING FOR CLERKS AND OFFICIALS

FULL REPORT

31 OCTOBER-2 NOVEMBER 2018

## PROGRAMME BACKGROUND

This programme is supporting the Parliament of Malawi through a period of transition. The project builds on significant work by a number of stakeholders including CPA UK, CPA Scotland, the UK Parliamentary Office for Science and Technology (POST), AFIDEP and others, particularly around research and evidence-based policy-making.

The two-year programme is part of the Commonwealth Partnership for Democracy Fund (CP4D), funded by the Foreign and Commonwealth Office (FCO) and implemented by the Westminster Foundation for Democracy (WFD). The programme is divided into two phases and is being delivered through a series of workshops, short-term attachments, and study visits. CPA UK has incorporated learning from past activities, both in-country and across the Commonwealth, into our activities to ensure continuous improvement, sustainability and to maximise delivery to ensure greater impact.

The first phase was carried out from 31 October to 2 November in Salima, Malawi. A three-day training workshop was delivered for parliamentary clerks and officials with the aim of equipping them with the necessary skills and knowledge to enable them to effectively discharge their legislative and committee functions. Essentially, the training had been designed to help staff prepare for the new parliament, apply learnings to their processes, and enable the parliament to undertake the CPA Benchmark self-assessment.

In Year 2, following the national elections, this project will



Participants taking part in an interactive session

## SETTING THE SCENE

The three-day training provided an opportunity for both delegates and participants to share best parliamentary practices, discuss critical challenges they face in undertaking their work, and explore ways to strengthen their technical skills and knowledge.

Following an official welcome by Mr. Henry Njolomole (Deputy Clerk of Parliament, Parliament of Malawi), the UK delegates introduced themselves and highlighted the main objectives of the programme. They stressed that **an effective parliament is important to an effective democracy. However, it must be recognised that parliaments are very culturally specific; what works in one context may not work well in another.** Furthermore, they looked forward to understanding the various challenges in the Malawian legislature and identifying solutions that would work best for the Parliament.

## IDENTIFYING CHALLENGES AND OPPORTUNITIES

The programme started out with each participant noting down at least one challenge and one opportunity in relation to their day-to-day work and the running of Parliament more generally.

During the group discussion, the following challenges were identified which formed the basis of discussions for the rest of the programme:

### KEY CHALLENGES

- Inducting newly elected Members of Parliament on parliamentary procedure and practice
- Poor attendance of MPs in committee meetings (mechanisms are in place to monitor attendance but these are not being implemented)
- Frequent shuffling of MPs in committees by political leadership
- Poor treatment of staff
- Limited funding and resources for committees to meet frequently
- Ensuring reports are publicly available promptly
- Strengthening parliamentary scrutiny through committees

Participants were encouraged to reflect on their core objectives and consider tools and strategies they could employ to plan and manage their work more efficiently.

Participants shared that **there is now greater momentum and public interest in politics, providing an opportunity for Parliament to be more responsive and engage in more capacity-building activities.**

Participants also noted the **possibility of introducing more training opportunities for new parliamentarians in areas such as rules of procedure, committee business, speech writing, budgeting, and legislation.** This would provide a good opportunity for clerks to feed into the process, for example, by producing materials for induction programmes, engaging stakeholders, and building trust between themselves and Members. The facilitators emphasised the importance of ongoing capacity-building and support, and the ability to “put yourself in Members’ shoes” to better understand their interests and expectations.

## KEY DISCUSSION AREAS

### The Role of Clerks and Managing Committee Business

Participants were given a brief overview of the role of clerks in three different contexts.

In the Parliament of Malawi, clerks traditionally carry out similar *representative, oversight, legislative, and administrative* functions across the different legislatures. However, it was observed that **clerks may have a more “empowered” role in the House of Commons and the Scottish Parliament, as it is accepted they may bring their own ideas and suggestions to discussions about various policies.** In the UK, parliamentary staff can often be delegated a lot of power without it being explicitly called “delegation”.

The number of committees in the Malawian Parliament has increased over time, from eight committees before May 2014 to nineteen committees after the 2014 elections. These committees have powers to conduct investigations and subpoena the attendance of any person or office bearer required in connection with the prudent exercise of the functions of the National Assembly.

In terms of committee formation, **in the Malawian context, party whips are responsible for allocating political party members to parliamentary committees, while the Business Committee is responsible for allocating independent Members.** Furthermore, MPs cannot be members of more than two committees at a given time and a Member can only be Chairperson or Vice Chairperson of one committee. Members are expected to serve a committee for the duration of parliament unless they are removed on valid grounds or upon recommendation by the party whips or the Business Committee. **This contrasts with the Westminster system, whereby, in the Commons, Committee Chairs are normally elected by all Members of Parliament.**

In the Scottish Parliament, membership of parliamentary committees is proposed by the Parliamentary Bureau and proposals have to be approved by the Parliament. Scottish Parliament committees are led by Conveners who are chosen from a specific political party upon recommendation by the Parliamentary Bureau. The allocation of Conveners reflects the balance of political parties represented in the House. In contrast to what happens in the Malawian

Parliament vis-à-vis re-allocation of MPs from one committee to another, in the Scottish Parliament, committee members can only be removed through a motion on the floor of the House.

Another key difference is the frequency of committee meetings. **In the Parliament of Malawi, committees meet for one week every quarter of the year. This type of setting presented challenges particularly in terms of follow up work and being able to respond to topical issues in a limited time period.** In order to rectify this challenge, clerks have developed committee plans to suit the one-week meeting period. Additionally, committees usually take advantage of sitting times of the whole House to conduct their meetings, whenever there is a need to address critical matters. However, these meetings are subject to resource availability.

By contrast, select committees in the Scottish Parliament and the House of Commons meet on a weekly basis. **One of the key challenges is that, sometimes, more than one committee is engaged with the same issue, creating a sort of duplication in parliamentary work.** As a way to overcome this challenge, clerks have been advised to constantly check with one another before proceeding with investigations.

In the House of Lords, committees usually manage one inquiry at a time and are resourced to meet that level of activity. **While the expertise of Members is very valuable to a committee, it was suggested that sometimes it may be useful to have some Members around the table with limited expertise in the subject area;** as long as they are engaged and willing to learn, they can often provide a different and unique perspective.

### Conducting Committee Inquiries

Participants discussed the various processes and elements involved in conducting an effective committee inquiry.

Using the swimming lane methodology, participants were asked to map the process undertaken by their own committees in conducting a committee inquiry from start to finish. Participants found the group exercise extremely helpful as it enabled them to identify gaps and areas for improvement, as well as focusing on ways to achieve greater impact.

In the Malawian Parliament, committee meetings take place quarterly and usually last about a week, giving ample time to listen to a good number of stakeholders who may make presentations or submissions before the committees. However, sometimes committees can hold non-scheduled meetings to attend to a critical issue that requires urgent attention.

In the UK, committee meetings are scheduled in advance but do not usually have fixed timelines as in Malawi. **One-off evidence sessions are held if a committee wishes to explore a subject without undertaking an inquiry.** These sessions may include scrutiny of an issue of public concern or be regular ‘catcup’ meetings

provide support to new Members of Parliament through a comprehensive induction programme, with particular emphasis on women and young parliamentarians. The project will also continue to provide technical support through strengthening committees and enhancing legislative scrutiny.

In the Malawian legislature, considerable work is undertaken through committees; by strengthening such committees, we will be enhancing their accountability processes. In tandem with this approach, a strong and effective legislative scrutiny function will ensure an effective and accountable Parliament.

## PROGRAMME PARTNERS



## CPA UK- MALAWI RELATIONS

CPA UK has a significant and well-established relationship with the Parliament of Malawi, and have a long history of working with Members, Parliamentary officials and Parliamentary staff. At the request of the National Assembly, programmes have been designed to assist Members in fulfilling their legislative, oversight and representative roles.

### Our Recent Programmes

#### CPA UK Modern Slavery Project visit to Malawi, Lilongwe, 8-9 June 2018

As part of the Modern Slavery Project, a delegation of UK and Nigerian parliamentarians involved in combatting modern slavery-related crimes in their own jurisdiction visited Malawi to exchange learning and explore challenges and opportunities in the region.

UK MP Alex Norris was joined by Nigerian MPs Hon. Samuel Okon Ikon MNA and Hon. Ibrahim Isiaka MNA for the two-day programme from 8-9 June. During that time, they met with the Speaker of the Malawi Parliament, Hon. Richard Msowoya; held open discussions and sessions with Malawi MPs; and visited a local police victim support unit and an NGO working with victims of modern slavery and human trafficking.

#### Programme on the Use of Evidence in Parliamentary Work, Westminster, 9-10 March 2017

CPA UK continued their work with parliamentarians in March 2017, hosting a delegation at Westminster and delivering a programme focusing on the use of research in parliamentary processes and evidence-informed policy-making. This programme was run in collaboration with the UK Parliamentary Office for Science and Technology (POST). This programme included sessions with other research staff exploring how evidence can be used by parliamentarians in the course of their work – particularly in legislative scrutiny.



with public bodies within the committee's remit.

### Legislative Scrutiny

During the workshop, participants discussed a wide range of issues pertaining to legislative scrutiny. They were familiarised with the legislative scrutiny processes in both Westminster and the Scottish Parliament, drawing parallels with their own system and identifying areas for improvement.

Firstly, it was noted that bills are usually divided between both houses in Westminster to avoid overburdening one Chamber. In the Commons, while bills can be taken solely on the floor of the House, they are usually sent for Committee stage to a Public Bill Committee, which takes evidence for one or two sessions, and then proceeds in the normal way which is very formal: amendments are tabled and debated. **The Committee stage is the first opportunity to propose amendments to bills. If a subject-based committee has been working on an issue that the government is about to legislate on, the committee can use this opportunity to get the government to concede.**

In the House of Lords, the Committee stage usually takes place in the Committee of the Whole House or the Grand Committee: in both cases, any member can take part in the debate, propose amendments, and vote on the bill, whereas in the House of Commons, the Committee stage primarily takes place in the Public Bills Committee and only Members of the committee can vote. While urgent bills might go through all stages in one day, this is unusual.

In the Scottish Parliament, a bill goes through three stages to become an Act. In the first stage, the bill is referred to a relevant committee where evidence is taken and a recommendation is made regarding whether Parliament should agree to the bill's general principles or not. In the second stage, Parliament considers bills, clause by clause. Finally, in the third stage, there is a further opportunity for members to consider amendments, and a debate on the bill ensues on the floor of the House and Parliament decides on whether to pass the Bill or not.

Interestingly, **committees in the Scottish Parliament can bring forward a bill; this acts as an effective weapon against the government**, however the procedure is not followed as frequently. Participants shared that the legislative scrutiny process is replicated in Malawi, whereby a draft bill is referred to the committees for scrutiny before it is presented to the whole House. However some key differences were shared. For instance, in Malawi, any Member can propose an amendment or become a Member of the Grand Committee, however they cannot vote. Also, very few Members usually turn up for these committees. Issues related to time and resources were also highlighted.

### Effective Research and Report Writing

Participants explored effective research and evidence-gathering techniques for committee inquiries. Particular emphasis was laid on the **increasing use of social media**, especially Twitter, alongside other outlets such as websites, consultants, researchers, digital engagement, field visits, infographics, witnesses and surveys.

For the group activity, participants were introduced to case studies focusing on three scenarios, and were asked to identify potential witnesses and reasons for choosing them. One of the key challenges highlighted was that **sometimes institutions/external stakeholders provided biased information i.e. information presented to committees was different to what was actually happening on the ground**. While it was agreed that this is a pretty universal problem, the facilitators stressed that efforts need to be made to make best use of time and resources available to effectively support the committees.

### Producing Briefs

The clerks indicated that one of the main challenges they face in their work is getting Members to read briefs that are sent to them in advance. Often, when Members come into an inquiry, they raise several questions, which tends to be a very time-consuming and lengthy process.

It was emphasised that briefs should be kept as short as possible and tailored to a particular audience. **Different formats work best for different purposes and audiences, and it was**

therefore important to factor in Members' constituencies and their local interests. The structure of the brief is equally important, such as highlighting key issues with clarity and balancing the use of different types of sources.

Another suggestion that may be considered is to **get witnesses to give feedback on Members' performance**. Ultimately, it is about the reputation of Parliament, and if committees are not fully engaged, witnesses will not come again. The clerks further noted that in order to save time, committees should decide beforehand who among the Members will ask a particular question during an inquiry.

The facilitators further stressed the **importance of oral briefings as a supplement to written briefs, and the use of infographics to illustrate main points and capture the attention of Members**. In Scotland, they have a special unit in their legislature that supports clerks with developing infographics. **Given the lack of resources in the Parliament of Malawi, it was suggested that the Parliament could utilise the services of students in graphic designing or download infographics from an online website.**

Participants also took part in a group exercise that involved writing recommendations in response to certain findings. The activity introduced them to various aspects of report writing, including *purpose, audience, structure* and the *writing process*.

### Parliamentary Engagement with the Public and Media

It was noted that, unlike in Malawi, other jurisdictions including the House of Commons had media personnel who were attached to specific committees and were responsible for regularly updating the public on committee activities. This kind of engagement with the public was ideal, especially for reaching out to the youth on parliamentary work. **Reaching out to the public through social media was also impactful, less expensive and easily manageable.**

Some parliaments such as the Parliament of Sierra Leone have used phone-in programmes as a way to allow MPs to engage with the public.

The strength of the message was highly dependent on the local context. While it was challenging to undertake outreach activities without specialised resources, the clerks were ingenious in using local resources.

The facilitators shared some tips on how committees can effectively get their messages across to mainstream media:

1. Identify and build relationships with journalists
2. Be aware of media outlet deadlines
3. Identify their agenda or political bias
4. Outline your goals
5. Deliver your message

### Managing Relationships with Members

Fostering a healthy relationship with Members is key to success. Participants identified the main challenges that clerks face in sustaining good relations with Members and ways to address them.

The following challenges were highlighted:

- Tensions between chairpersons and clerks with chairs wielding more powers in their parties
- Chairpersons looking down on clerks and "difficult personalities" from the committee membership
- Senior Members absent in meetings
- Non-active chairpersons
- Chairpersons advancing personal agendas
- Chairpersons not conversant with the mandate of their committees

The group discussion shed light on a number of issues. Participants shared that **it is important to take into account societal dynamics. Malawi has a weak economy, resulting in various challenges including corruption and individuals in senior positions not being fully invested in their roles**. While clerks are usually aware of what is going on, they are unable to have much of a say, and also tend to have limited influence on how committee agendas are set.

Participants also noted that **efficient management of parliamentary business heavily depends on building constructive**



Participants giving feedback during one of the group sessions

### Programme for Young Parliamentarians on Parliamentary Practice and Procedure and Issue-Based Campaigning, Lilongwe, 7-10 November 2016

In November 2016, at the invitation of the National Assembly, CPA UK ran a programme for MPs in Lilongwe. Its aim was to enhance the capacity of the National Assembly of Malawi by strengthening parliamentarians' understanding of parliamentary practice, and methods of engagement with the electorate. This programme gave a general introduction to principles of parliamentary representation, but also focused on technical areas, including Private Member's Bills, information networks, and financial scrutiny. The programme also explored issue-based campaigning, and how it can be used to engage voters.

### International Parliamentary Conference on National Security and the Commonwealth Parliamentary Cybersecurity & Cybercrime Project - Westminster and beyond, 2016-2017

As part of CPA UK's annual themed projects, the 2016-17 project was designed to increase parliamentarians' knowledge of and build capacity on national security and cybersecurity through engaging interactive discussion sessions and networking opportunities with key stakeholders. The programme focused on a range of themes covering legislation, committee scrutiny, budgets, and engagement with civil society, international institutions and the private sector.

### Commonwealth Partnership for Democracy (CP4D)

The Commonwealth Partnership for Democracy (CP4D) is a UK Government funded programme intended to work with parliaments in 18 Commonwealth Member States across Sub-Saharan Africa and Asia to improve the representation of women, young people, people with disabilities and the LGBT+ community in the democratic process.

CP4D will support parliaments and local governments to monitor the actions of their executive. The £4m two-year programme was launched at the 2018 London meeting of Commonwealth Heads of Government. It is managed by the UK Foreign and Commonwealth Office (FCO) and implemented by Westminster Foundation for Democracy (WFD) in partnership with the Commonwealth Parliamentary Association (secretariat and UK branch) and the Commonwealth Local Government Forum.

CP4D activities will be implemented at the regional level and with all Commonwealth members to help raise standards and build political commitment to democratic values. The 2012 Commonwealth Charter commits governments, political parties and civil society organisations in member states to uphold and promote democratic culture and practices that are accountable to the public. Parliaments and local governments are essential for effective, inclusive democratic governance and CP4D will contribute to making this a reality by: i) improving inclusion by engaging more women, young people, persons living with disabilities, religious minorities and the LGBT+ community in the democratic processes, and ii) increasing accountability through more effective and transparent parliamentary practices.

**and sound working relationships between staff and Members.** Staff should manage the relationship with a degree of professionalism which requires self-awareness, skill and sensitivity in dealing with Members. It was emphasised that **consistency and neutrality are important during interactions with Members.** Furthermore, one-on-one meetings with committee members were useful in building trust and understanding their political interests and dynamics.

### 6 PRINCIPLES OF INFLUENCE

1. RECIPROCITY
2. CONSISTENCY
3. SOCIAL PROOF OR CONSENSUS
4. LIKING
5. AUTHORITY
6. SCARCITY

Participants were also introduced to the ‘6 Principles of Influence’<sup>1</sup> and how these can be used to influence decisions and better negotiate with people you are working with.

### Managing Relationships with External Stakeholders

In addition to managing their relations with Members, officials play a pivotal role in managing relationships with external stakeholders such as government departments, witnesses, ministers, civil society organisations (CSOs), media, and the public.

Participants were given the opportunity to explore how to manage good relations with external stakeholders efficiently, looking at different areas including the benefit of involving civil society actors and organisations in parliamentary business; as witnesses for inquiries and partners in research and consultation; identifying relevant experts, academics and NGOs; and finally, practical tips on how to approach civil society organisations.

Participants noted that relationships with government officials tend to be relatively better. **Stakeholders are usually keen to engage with committees, however in some instances, it is difficult to maintain good relations especially where the committee is critical of government business.** At times, stakeholders must be told in advance the kind of conversation that they will be having with the committee.

Another challenge is that the same witnesses or so called “usual suspects” tend to come forward for inquiries. The delegates observed that **there is an opportunity for the next Parliament to expand/diversify their stakeholder base by increasing visibility and reaching out to diverse channels.**

1 Robert Cialdini, weblink [here](#)

### ROLE PLAY EXERCISE

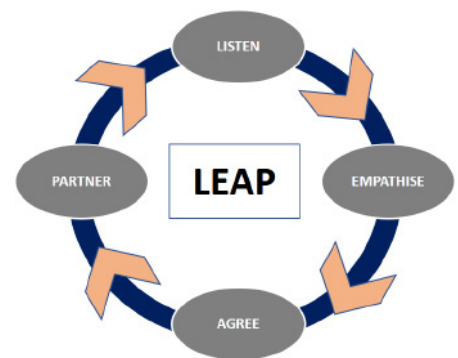
*Participants engaged in a role play exercise in which they acted out different scenarios between Members and clerks. The purpose of the activity was to get participants to demonstrate how clerks can communicate with Members on issues that are beyond their list of duties and functions.*

*Participants enjoyed the exercise as it allowed them to explore the role and expectations of Members and staff as well as learn how to tackle “difficult” or “unexpected” situations.*

*During the role play session, participants were also introduced to the LEAP framework, which highlighted a technique to resolve conflict and build effective working relationships.*



Participants taking part in the role play exercise



### MAPPING YOUR TRAJECTORY

At the end of the workshop, participants were given the opportunity to share lessons they had learned and what knowledge and skills they would be able to use going forward.

Participants were encouraged to reflect on the following questions:

1. *How will you be more effective, knowledgeable and adaptable?*
2. *How can the National Assembly become more accountable, accessible and inclusive?*
3. *Which leaders/supporters will help implement these changes?*

Participants mapped their individual trajectories, identifying short, medium and long-term goals with respect to their day-to-day work.

### SHORT-TERM GOALS

- Conduct more research and gather evidence from diverse sources
- Self-introspection: use different approaches for different Members
- Give procedural advice to Members
- Understand the importance of feedback
- Improve interpersonal skills
- Use LEAP and swimming exercise methodologies

### MEDIUM-TERM GOALS

- Improve drafting and reporting skills
- Produce more concise briefs with more visual impact and clear recommendations
- Conduct more research on parliamentary practice and procedure
- Get assistance from colleagues/external stakeholders as and when needed
- Ensure committee reports are completed and presented to the Chamber on time

### LONG-TERM GOALS

- Be more approachable and professional
- Involve seniors in addressing problematic situations
- Adopt a more coherent monitoring and evaluation methodology
- Set fixed benchmarks for committees to follow



Participants undertaking a group activity

## KEY RECOMMENDATIONS

In light of all the discussions and shared learnings that took place over the three days, CPA UK would like to make the following key recommendations to help prepare the next Parliament of Malawi:

1. Introduce structured induction programmes and capacity-building activities for new parliamentarians, to strengthen their understanding of parliamentary procedure and practice.
2. Make use of diverse methods and platforms to conduct research and gather evidence. These may include: digital engagement, surveys, online diagnostic tools, field visits and social media, in particular the use of visuals and infographics to capture attention and create impact.
3. At staff level, do formal work to identify the advantages and disadvantages of the current arrangement of committee work (e.g. advantages: lack of conflict with House timetable; intensive focus; prompt production of concise reports; disadvantages: shortage of time; political control of report publication; management of resources); use this as the basis of a conversation with MPs about whether reform would be helpful or not.
4. Incorporate the '6 principles of influence' and the LEAP framework to effectively get your message across.
5. Formulate press releases to keep the media and the public regularly informed of committee activities.
6. Ensure consistency and neutrality during interactions with Members. Also build up rapport and relationship with Members by holding one-to-one meetings.
7. Devise a Code of Conduct for Parliament to ensure Members and all staff are familiar with standards of professional conduct. Support and guidance can be provided by CPA UK where needed.
8. Open a Complaints Office in Parliament where issues relating to bullying, harassment and sexual misconduct can be raised.

## MONITORING & EVALUATION: KEY RESULTS

Right from the outset, consistent efforts were made to ensure that the programme was precisely tailored to the needs of the parliamentary staff at such a crucial time, as the country approaches elections next year in May.

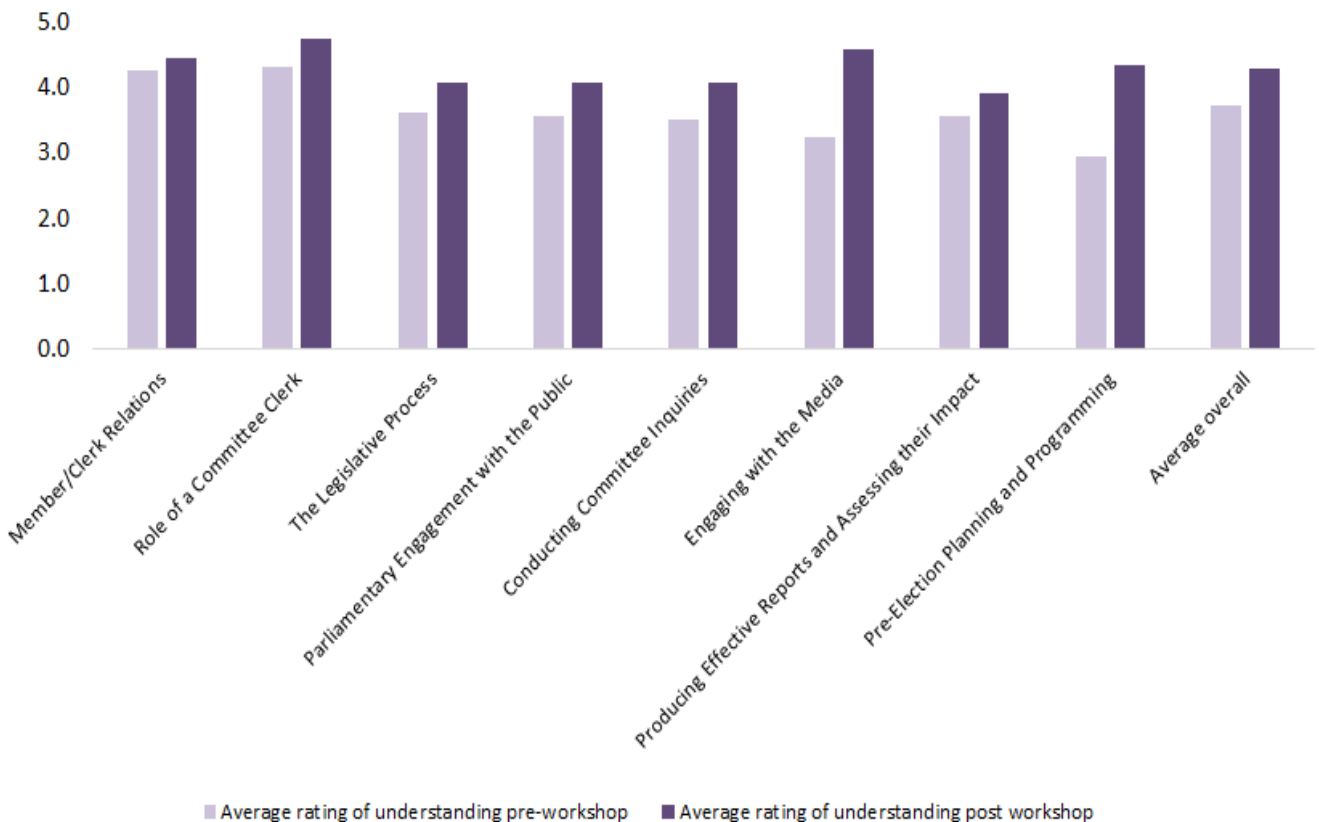
Feedback from the participants was exceedingly positive. Participants stated that the programme was very relevant, developing their understanding in a range of areas, particularly around fostering better relationships with Members, conducting effective committee inquiries, and producing impactful briefs. Participants appreciated the practical nature of the programme, including the focus on soft skills and the role play session.

During the evaluation session, several participants mentioned that their key learning from the programme was that change can be achieved by taking action collectively, without waiting for changes to be made by the government, the senior leadership or others. Participants said that they will be more flexible towards incorporating new ideas and employing innovative techniques to manage their work more efficiently.

Participants also filled in an evaluation form. The results showed that 82% of the participants felt more confident to fulfil their mandate after participating in the training programme.

**82%**  
of participants felt more confident to carry out their roles and responsibilities after participating in the training programme

**Self Assessment: Level of understanding *before* and *after* the programme, from limited (1) to expert (5)**



## NEXT STEPS

Participants agreed that they will come up with an action plan based on the recommendations of the workshop. They have been advised to use their individual trajectories as a benchmark to monitor their performance over the next few months. Participants stated that they will communicate their vision of a new Parliament to new MPs and the parliamentary leadership to ensure that key recommendations are taken forward and challenges are effectively addressed.

The next phase of the programme will take place in the first quarter of 2019. Two clerks from Westminster will be attached to the Parliament of Malawi to support election planning. Following the elections in May 2019, the project will then provide support to 50 newly-elected Members of the Malawian Parliament through a comprehensive induction programme on parliamentary practices and procedures.

CPA UK looks forward to continued cooperation between the UK Parliament and the Parliament of Malawi even after the end of the programme.



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## PARTICIPANT FEEDBACK

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***“I particularly liked the focus on soft skills and how to deal with the media and Members. Also I loved the creativity of topics and interactive exercises.”***

***“The programme met my expectations in terms of the depth of information and experiences shared.”***

***“The facilitators were always engaging the participants and best practices were shared on how to handle MPs and difficult situations.”***

***“The training has enhanced my knowledge on a range of topics. I have learnt new skills and tips on how to manage my work better.”***



Group photo on the final day

# FULL PROGRAMME

Wednesday 31 October 2018

Kabumba Hotel, Salima, Malawi

TIME	SESSION
1030-1100	<b>Registration of Participants and tea/coffee</b>
1100-1130	<b>Welcome, Introduction &amp; Housekeeping</b> <i>This session will offer a background introduction to the programme, its structure and the aim, objectives and outcomes.</i> <b>Speakers:</b> Fiona Kalemba, Eve Samson and Matthew Salik
1130-1215	<b>Session 1: Identifying Challenges and Opportunities</b> <i>This session will explore the skills and knowledge required by clerks in carrying out their work. What are some of the key challenges faced by clerks in the Parliament of Malawi and how can they exploit opportunities?</i> <b>Facilitators:</b> Matthew Salik and Umamah Basit
1215-1300	<b>Session 2: Election Planning and Programming</b> <i>This session will look at how parliaments should prepare for elections. Looking at a UK and Scottish perspectives in the development of induction programmes, educational materials and working with political parties to plan for smooth transition periods.</i> <b>Facilitators:</b> Eve Samson and Alison Walker
1300- 1400	<i>Lunch</i>
1400-1500	<b>Session 3A: Role of Committee Clerks</b> <i>This session will look at the Committee system in Malawi and the UK, the administration of such systems and the role and responsibilities of Committee Clerks?</i> <b>Speakers:</b> Jeff Mwenyeheli and Eve Samson <b>Facilitator:</b> Matthew Salik
	<b>Session 3B: Role of Legislative Team</b> <i>This session will look at the role and responsibilities of Legislative Clerks within a Malawian and UK contexts. What is the role of clerks in planning and managing legislative business, supporting Members for the Committee of the Whole House and with pre and post legislative processes?</i> <b>Speakers:</b> Joseph Manzi and John Turner <b>Facilitator:</b> Umamah Basit

# Contd...

Kabumba Hotel, Salima, Malawi

TIME	SESSION	
1500-1600	<p><b>Session 4A: Effectively Managing Committee Business</b></p> <p><i>This session will highlight the role of parliamentary staff in committee formation, managing committee business in the long-term (start of Sessions) and on a day-to-day basis, and ensuring the smooth functioning of committees.</i></p> <p><i>Speakers will share with the participants their knowledge and experience of managing committee business and challenges they encounter in their work. They will also encourage the participants to highlight challenges they face in managing committee business. Participants will then discuss ways to effectively manage time when managing multiple committees.</i></p> <p><b>Speakers:</b> Alison Walker and Grace Mganga <b>Facilitator:</b> Matthew Salik</p>	<p><b>Session 4B: Support in Amending Legislation</b></p> <p><i>This session will examine the role of the legislative team in providing advice and support to Members in drafting legislative amendments. What role should Clerks play and where should they draw the line.</i></p> <p><b>Speakers:</b> John Turner and Lawson Chitseko <b>Facilitator:</b> Umamah Basit</p>
1600- 1615	<i>Tea/coffee break</i>	
1615-1700	<p><b>Session 5A: Conducting Committee Inquiries</b></p> <p><i>This session will process-map the planning of a Committee Inquiry from start to completion, how it works in theory and how it works in practice. This session will give participants the opportunity to focus on areas for improvement and how to achieve impact.</i></p> <p><b>Speakers:</b> Alison Walker and Leonard Tilingamwa <b>Facilitator:</b> Matthew Salik</p>	<p><b>Session 5B: Private Member's Bills</b></p> <p><i>Private Member's Bills can be an important mechanism to enable backbenchers to instigate legislation. What role can clerks play in developing such legislation? What support can Clerks and Members identify to draft the legislation? What is the role of Parliamentary Counsel and the Attorney General in this process?</i></p> <p><b>Speakers:</b> John Turner and Kizito Pheleni <b>Facilitator:</b> Umamah Basit</p>
1700	<i>End of day 1</i>	

# Thursday 1 November 2018

Kabumba Hotel, Salima, Malawi

## TIME SESSION

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### 0930 - 1030 **Session 6: Conducting Legislative Scrutiny**

*Participants will discuss the legislative process in Malawi and draw parallels with the UK system. Participants will identify their role in the legislative process across the Chamber and Committees stages and will be encouraged to identify key challenges they face in their work and areas they feel need improvement.*

**Speakers:** John Turner and Eve Samson

**Facilitator:** Umamah Basit

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### 1030 - 1130 **Session 7: Conducting Research and Gathering Evidence**

*Clerks often have to become experts in their fields, undertaking research, seeking information and evidence to advise and support their committees, often with little time and resources. What approaches should they take? What information do they need and where can they find it? How do you organise oral evidence sessions for maximum impact?*

**Speakers:** Eve Samson and Alison Walker

**Facilitator:** Umamah Basit

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1130 - 1200 *Tea/coffee break*

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### 1200- 1300 **Session 8: Producing Briefs**

*Once research has been undertaken and evidence gathered, clerks have to brief their Members orally and in writing. How are briefs produced? What do they need to include and how should they be tailored for their audience? This session will be an exercise in drafting briefs for Members of their Committee.*

**Speakers:** Eve Samson and Alison Walker

**Facilitator:** Matthew Salik

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1300- 1400 *Lunch*

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### 1400 - 1500 **Session 9: Writing Succinct Reports and Recommendations**

*This session will be an exercise for clerks on how to write and edit material and identify approaches to producing concise and impactful reports.*

**Speaker:** Eve Samson

**Facilitators:** Matthew Salik and Umamah Basit

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### 1500-1600 **Session 10: Getting the Message Across**

*How do you ensure the work of the committee is promoted and publicised? What media engagement should there be and how do you encourage outreach to the broadest possible audience?*

**Speakers:** Eve Samson and Matthew Salik

**Facilitator:** Umamah Basit

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1600 *End of day 2*

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# Friday 2 November 2018

Kabumba Hotel, Salima, Malawi

TIME	SESSION
0930 - 1030	<p><b>Session 11: Fostering Good Relationship with Members</b></p> <p><i>Fostering a healthy relationship with Members is key to success. Efficient management of parliamentary business heavily depends on constructive and sound working relationships between staff and Members. Staff should manage the relationship with a degree of professionalism which requires self-awareness, skill and sensitivity in dealing with Members.</i></p> <p><i>Deliberating key challenges clerks face in maintaining good relations with Members, this session will discuss how to address them.</i></p> <p><b>Speakers:</b> Alison Walker and John Turner <b>Facilitator:</b> Matthew Salik</p>
1045- 1100	<p><i>Tea/coffee break</i></p>
1100- 1200	<p><b>Session 12: Managing Relationships with External Stakeholders</b></p> <p><i>In addition to managing their relations with Members, clerks play a pivotal role in managing relationships with external stakeholders like government departments, witnesses, ministers, CSOs, media, and the public. This session will provide the opportunity to explore how to manage good relations with external stakeholders efficiently. This session will be divided into two parts. The first part will discuss relationships with government departments and ministers. The second part will focus on relationships with witnesses, CSOs and the public.</i></p> <p><b>Speakers:</b> Alison Walker and Eve Samson <b>Facilitator:</b> Umamah Basit</p>
1200- 1300	<p><i>Lunch</i></p>
1300-1500	<p><b>Role Play: Let's Train Our New Members</b></p> <p><i>Malawi will have a new Parliament in May 2019. This session is a practical exercise which will aim to prepare the parliamentary staff to deal with the next parliament, particularly Members new to the parliamentary system. Clerks will perform role play scenarios of potential interactions with new members and how they can be managed effectively.</i></p> <p><i>Clerks will then in groups devise brief notes on what they do and their offices to communicate roles and responsibilities and manage expectations for long-term ongoing Member/Clerk relations.</i></p> <p><b>Facilitators:</b> John Turner, Eve Samson and Alison Walker</p>
1500 - 1530	<p><b>Session 13: Mapping your Trajectory: You and your Future Parliament</b></p> <p><i>Participants will be given the opportunity to share what lessons were learned and what knowledge and skills they will be able to use going forward.</i></p> <p><b>Facilitators:</b> Matthew Salik and Umamah Basit</p>
1530- 1545	<p><b>Feedback and Programme Evaluation</b></p> <p><i>This will also be an opportunity for participants to give feedback on the programme (complete post assessment forms).</i></p> <p><b>Facilitators:</b> Matthew Salik and Umamah Basit</p>
1545- 1600	<p><b>Closing statement</b> (Including presentation of certificates and group photo).</p> <p><b>Speakers:</b> John Turner, Eve Samson and Alison Walker</p>

## UK DELEGATION

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### EVE SAMSON

*Clerk, Joint Committee on Human Rights, House of Commons*

Eve Samson has worked in the House of Commons since 1986. During her time in the House, she has worked for a wide variety of committees, including Science and Technology, Transport, Public Administration, Public Accounts and Business and Enterprise and Treasury. She has also worked in the Public Bill Office, handling many public bills as well as in the Journal Office, which keeps the legal record of the House's activities.

Ms Samson was seconded to the Cabinet Office for three years as a Government Adviser on Parliamentary Procedure where she worked closely with the Leader of the House's Office.



### JOHN TURNER

*Clerk, Public Bill Office, House of Lords*

John Turner is a clerk in the House of Lords Public Bill Office, dealing primarily with advising members on the admissibility and form of amendments and overseeing the progress of bills through the House. John has worked for the House of Lords since 2007 and, before working in the PBO, has run the Lords Table Office and clerked several investigative select committees.



### ALISON WALKER

*Clerk, Economy, Energy and Fair Work Committee, Scottish Parliament*

Ali Walker has worked at the Scottish Parliament since it was created in 1999. Ali has been Clerk to the Economy, Energy and Fair Work Committee since 2016. Previously, Ali was Clerk to the Standards, Procedures and Public Appointments Committee for ten years. Ali has also worked at the Chamber Desk (dealing with PQs and motions) and with the Justice Committee.

Ali studied politics and French at the University of Aberdeen and worked for the environmental charity Friends of the Earth Scotland before taking up her post at the Scottish Parliament.



### MATTHEW SALIK

*Deputy Head of International Outreach*

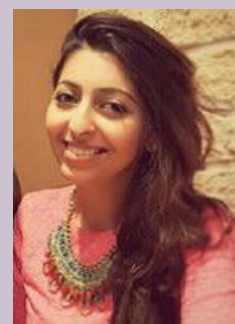
Matthew Salik has worked in Parliament since 2005. After initially joining CPA UK on secondment from the House of Commons in 2010, he became a permanent member of staff in 2013. Currently, as Deputy Head of Multilateral Projects, Matt is responsible for the planning and delivery of CPA UK's multilateral international conferences, seminars, workshops and projects covering a range of thematic and parliamentary based subject matters. Matt holds a BA Hons in Modern History and an MSc International Security and Global Governance. He also has overseen six Election Observer Missions on behalf of CPA UK and been involved in over thirty international conferences across the globe. He is also a PRINCE2 Practitioner.



### UMAMAH BASIT

*Programme Officer*

As Programme Officer in the International Partnerships Team, Umamah manages study visits to and from the UK Parliament as well as short programmes, workshops and other activities across different Commonwealth legislatures. Prior to joining CPA UK in 2018, Umamah worked at various organisations including an education charity called CARE Pakistan, a national support services consultancy and Muslim Aid in London. She holds an LLB from the London School of Economics and Political Science and an LLM in Human Rights, Conflict and Justice from SOAS, University of London.



## ACKNOWLEDGEMENTS

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CPA UK would like to sincerely thank the Parliament of Malawi for hosting and organising this programme. We particularly want to thank Mr. Ephraim Mwaipopo, Ms. Grace Mganga and Mr. Lovemore Nyungo for successfully coordinating all logistics and ensuring the programme runs as smoothly as possible.

We would also like to extend a special thanks to H.E Holly Tett, British High Commissioner to Malawi and Olive Saidi, Executive Assistant to the British High Commissioner for their support in the preparation for the visit and for their briefing on arrival.

Finally, we would like to thank all participants for their active engagement throughout the programme and of course our UK parliamentary delegates, Ms. Eve Samson, Mr. John Turner, and Ms. Alison Walker for contributing their expertise and ensuring that the programme meets participants' needs and expectations.

## ABOUT CPA UK

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The international Commonwealth Parliamentary Association (CPA) is the professional association of all Commonwealth parliamentarians, an active network of over 17,000 parliamentarians from 185 national, state, provincial and territorial parliaments and legislatures.

The Commonwealth Parliamentary Association UK Branch (CPA UK) is one of the largest and most active branches in the CPA community and delivers a unique annual programme both in Westminster and overseas. Overseen by the Houses of Parliament and governed by an Executive Committee of cross-party bicameral parliamentarians, CPA UK undertakes international parliamentary outreach on behalf of the UK Parliament and the wider CPA.

With a specific focus on parliamentary diplomacy and parliamentary strengthening activities, CPA UK seeks to foster co-operation and understanding between parliaments, promote good parliamentary practice and advance parliamentary democracy through a variety of international outreach activities and multilateral programmes. Its work is divided into three regions, which include national, regional and provincial legislatures and the legislatures of Overseas Territories:

- Americas, Caribbean, and Europe
- Africa
- Asia- Pacific

Working closely with parliamentarians and parliamentary officials, CPA UK focuses its bilateral and multilateral outreach activities on a number of areas, including parliamentary practice and procedure, and themes including human rights, public financial scrutiny, sustainable development, equal access to political and economic empowerment and democratic strengthening through election observation.

CPA UK continues to work in partnership with a multitude of national and international organisations for mutual benefit; including the Commonwealth Secretariat, World Bank, UNDP, UNEP, OAS and many others. CPA UK has, and continues to work alongside the UK Government. Over the last five years, CPA UK has leveraged close to £3 million of government funds to achieve its strategic aims in strengthening parliamentary democracy across the Commonwealth.

