

# NAMIBIA - PROGRAMME ON LEGISLATIVE SCRUTINY

## REPORT SUMMARY

8 - 11 NOVEMBER 2017



### AIM & OBJECTIVES

**Aim.** To strengthen the capacity of the Parliament of Namibia to undertake its functions effectively and efficiently, in particular, legislative scrutiny.

**Objectives.** In the context of the Westminster Model and through a programme of meetings briefings, plenary sessions and interactive discussions, the programme will deliver the following objectives:

- **Objective 1.** To improve the technical capabilities of parliamentarians to conduct effective legislative scrutiny
- **Objective 2.** To increase the capacity of parliamentary staff to undertake parliamentary work efficiently
- **Objective 3.** To enhance the understanding of parliamentarians of the UK legislative scrutiny process and compare it with their own system
- **Objective 4.** To strengthen bilateral relations between the Parliament of Namibia and CPA UK as the basis for further engagement and parliamentary strengthening programmes.

### UK PROGRAMME PARTICIPANTS

**Sir Peter Bottomley MP,**  
Delegation Leader  
**Baroness Barker**  
**Dr Rupa Huq MP**  
**Nick Walker,** Clerk, Justice Committee  
**Mariam El-Azm,** Deputy Head, International Outreach Team, CPA UK  
**Yashasvi Chandra,** Africa Programme Manager, CPA UK

### PROGRAMME OVERVIEW

The programme on legislative scrutiny, as part of CPA UK's Parliamentary Partnership Programme (PPP) with the National Assembly, was delivered in Windhoek between 8 and 10 November 2017. The three day training programme, involving both parliamentary staff and the Members of National Assembly, provided an opportunity for both delegates and participants to share their best parliamentary practices, discuss critical challenges they face to undertake their work effectively, and explore efficient ways to improve legislative scrutiny.

Day one allowed participants to highlight key challenges they face in their work which include:

- **Lack of research support leading to poor reporting quality**
- **Unfamiliarity with international reporting formats**
- **Absence of proper training to write succinct reports**
- **Absence of a parliamentary service commission**
- **Parliamentary staff are civil servants and accountable to the government as opposed to parliament**

Day two and three examined legislative scrutiny. Participants highlighted the following issues:

- **A shortage of legislative drafters**
- **Inadequate legislative business timetable**
- **Less adherence to Standing Orders**
- **Most of the bills are considered in the whole House as opposed to standing committee**

Participants discussed ways to create good legislation. Participants agreed that legislation should be **clear, coherent, accessible, and effective**; legislative drafters and ministers should consider these characteristics at the time of drafting new legislation. The delegation highlighted best practices in the UK and other parts of the Commonwealth and discussed ways to improve legislative scrutiny.



CPA UK delegation with the Hon. Speaker of the National Assembly Prof. Peter Katjavi MP

### SUPPORTED BY:



British High Commission  
Windhoek

CPA UK Westminster Hall, Houses of Parliament, London SW1A 0AA  
T: +44 (0)20 7219 5373 F: +44 (0)20 7233 1202 E: cpauk@parliament.uk www.uk-cpa.org  
Registered Charity No.1095118 | Registered Company No. 4606846 @CPA\_UK



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## FULL REPORT

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### CPA UK AND NAMIBIA

Members and staff from the Parliament of Namibia have regularly participated in CPA UK's multilateral conferences and workshops, including its annual Westminster Seminar.

However, CPA UK and Namibia relations made great stride after the visit of the Speaker of the National Assembly of Namibia, Hon. Professor Peter Katjavivi MP, to Westminster in May 2016 at which time he expressed the need for capacity building support in the National Assembly of Namibia, both for the Members and for the parliamentary administration.

Later in November 2016, the Parliament of Namibia hosted the African Regional Workshop on cyber security in Windhoek, the delivery of which has been coordinated by CPA UK, the Commonwealth Secretariat and the Organisation of American States.

Later, CPA UK sent a delegation of five in February 2017 to Windhoek to deliver a training programme on strengthening parliamentary practice and procedure. This programme also served as a scoping visit to assess the needs and requirements of the Parliament of Namibia for future collaboration. Based on the feedback received from this visit, CPA UK established a three-year Parliamentary Partnership Programme in 2017.



CPA UK delegation with the Members of the National Assembly

### PROJECT BACKGROUND

In 2016, the Speaker of the National Assembly, Hon. Professor Peter Katjavivi MP, during his visit to Westminster, requested CPA UK to support the Parliament of Namibia on effective parliamentary management and scrutiny of government policy, practices, and budgets at the national level, as well as enhancing the skills of the parliamentary secretariat.

Responding to this request, CPA UK developed a three-year strategic Parliamentary Partnership Programme (PPP) (2017-2020) to strengthen the scrutiny functions of the Parliament and to increase the capacity of parliamentarians in effective parliamentary management.

In February 2017, CPA UK sent a delegation of five to deliver an introductory training programme on strengthening parliamentary practice and procedure. The UK delegation also met with parliamentarians and other stakeholders to plan future engagement between the Parliament of Namibia and CPA UK.

Following the feedback received from the participants after the first training workshop in February 2017 and further discussions with the Speaker and other parliamentary officials, four issues were identified as requiring immediate consideration:

- **Issue 1.** Capacity of Members to undertake effective pre and post legislative scrutiny functions;
- **Issue 2.** Capacity of Members and clerks of the Public Accounts Committee and Finance Committee to undertake effective financial scrutiny functions;

- **Issue 3.** Capacity of the Parliament and committees to manage its business efficiently;
- **Issue 4.** Capacity of parliamentary staff to support Members in committee work.

Based on the above-identified themes, CPA UK ran a three-day capacity building programme on legislative scrutiny for parliamentary staff and for members on legislative scrutiny.

The programme was structured as follows:

**Day 1:** Training of parliamentary staff to undertake their work efficiently

**Day 2:** Training of members to undertake effective legislative scrutiny

### Key Discussion Areas

#### *Day 1: Capacity Building for Parliamentary staff to undertake their work efficiently*

This day of the training, which included parliamentary staff, focussed the discussions on four areas:

- Role of clerk in making parliament's work efficiently
- Member - clerk relations
- Clerk's role in legislation
- Conducting enquires and writing reports.

While session themes were discussed largely in the panel discussion format, the group discussion format was also adopted in some instances.

The day allowed participants to explore essential skills and knowledge required for clerks to deliver



**PARLIAMENTARY  
PARTNERSHIP PROGRAMME  
(2017-2020)**

This Parliamentary Partnership Programme (PPP) was established in 2017 between the National Assembly of the Parliament of the Republic of Namibia and Commonwealth Parliamentary Association UK (CPA UK). The PPP lays out a three-year engagement strategy with the National Assembly of Namibia to strengthen the technical skills of Members to undertake their parliamentary responsibilities efficiently and effectively, particularly legislative and financial scrutiny.

Under the PPP, CPA UK will aim to address four issues during the course of the three years. These issues are: Capacity of Members to undertake effective legislative scrutiny; Capacity of members and clerks of Public Accounts Committee and the Committee of Economics and Public Administration to undertake effective financial scrutiny; Capacity of the parliament and committees to manage its business efficiently; Capacity of parliamentary staff to support Members in their work.

However, whilst CPA UK will provide support and guidance where needed, as well as specific and tailored training programmes, some elements will need to be taken forward by the leadership of the respective Houses, the National Assembly and the National Council.

their parliamentary responsibilities efficiently. As clerks are the primary source of advice on all matter of committee procedures and practice, they play a pivotal role in the committee's effective and efficient operations. Clerks should be able to provide excellent customer service to ensure the smooth running of committee proceedings.

**Member Clerk Relations**

Participants discussed that clerks' role includes a wide range of responsibilities and is not limited to drafting agendas, papers, and reports, and distributing committee papers. It also includes maintaining cordial relations with other members of the committee and between committee members including the chair, and liaising with witnesses and other external stakeholders like government departments. Participants recognised that for a committee to function efficiently, it is essential to have a good working relationship between committee members and clerks with mutual respect and esteem. Furthermore, while clerks should be able to advise on all procedural matters, they should refrain from providing advice on policy matters unless they are asked to do so.

Sharing a sample copy of a brief he produced for the Members of the Justice Committee, Nick

omitted to make it more powerful and impactful.

**PARTICIPANTS INSIGHT**

In parallel to the discussions on effective ways to improve their efficiency, participants also highlighted a number of challenges they face while undertaking their work. These were grouped into three categories: **production of reports, lack of a service commission, and issues associated with legislation.**

**Production of reports**

Through open discussions, participants concluded that committee reports are poor quality. They pointed to a lack of research support which leads to limited information affecting the quality of content. Clerks also informed the delegation that as they do not undergo proper training, they have limited skills to produce effective and succinct reports. In addition to this, as they have had limited international exposure, they are also not aware of comparative good practices in reporting formats. These problems are aggravated by the language barrier as some clerks are not fluent in the English language in which the reports are generally produced. To this end, it was acknowledged that the parliamentary staff should undertake more training on report



Day two of the training programme with Members

highlighted that clerks should have the skills to produce succinct and effective written briefs, as committee members have little time to spend on reading extensive briefs. He also discussed how to create maximum impact with a report. Giving example from the UK Parliament, after a committee produces a report, which includes recommendations for the Government to improve policy and practices, the Government is expected to make a response to its report. As a general rule, the Government has two months to reply to the committee recommendations. Government's failure to respond to the report invites widespread criticism including from their own party members. A clerk's role in this process is limited, but if the chair and members of the committee are not placing enough pressure on the Government, clerks should encourage them to do so.

The final session of the day was a practical exercise where participants were asked to produce a short brief. Nick reviewed some of the briefs and highlighted what could be included or

writing, particularly organised by international organisations like CPA UK, EU, and Konrad-Adenauer-Stiftung (KAS).

**Lack of a Service Commission**

Staff are expected to be politically neutral and impartial and are employed to serve Parliament. However, the recruitment of parliamentary staff is linked to the Public Civil Service Commission. While in theory parliamentary staff are expected to be impartial and accountable to Parliament, being on the payroll of the Government had naturally drifted their accountability towards the Government as opposed to Parliament. This undermines the principles of separation of powers. Participants proposed that to ensure impartiality and independence Parliament should establish an independent Parliamentary Service Commission.

## ABOUT CPA UK

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.

Cont.

## Legislation

Another issue which participants pointed to that effects their work was the quality of legislation. Participants described that **the government produces poor quality bills. In addition, there is not enough time to scrutinise bills as bills are hurriedly tabled and passed by the Parliament**, a problem also highlighted by the Members later in the training. Poor quality bills also effect the work of parliamentary staff particularly those associated with the Table Office and standing committees. Being the guardians of the institute, staff feel, members should take greater ownership of bills keeping parliamentary business above party politics.

### *Day two and day three: Technical capacity building of Members to undertake effective legislative scrutiny*

Day two and day three of the training, which included Members of the National Assembly, was spent discussing efficient ways to make legislative scrutiny more robust. While the delegation provided examples from the UK like Public Bill Committees (PBC) (Committees employed to scrutinise legislation), Scrutiny Unit (a specialist unit providing technical expertise on various themes), and research support from the Library which had strengthened the legislative scrutiny process, best practices across the Commonwealth and other African countries with similar size and political structure like Namibia was also shared. Participants also discussed the role of select committees in legislative scrutiny and most importantly the characteristics of good legislation. The format of the training combined both group discussion and plenary sessions.

The sessions were led by Sir Peter Bottomley MP, Dr Rupa Huq MP, and Baroness Barker and supported by Nick Walker. The training began with the discussions on the principles of parliamentary scrutiny; which covered areas like parliamentary debates and questions, parliamentary responsibilities in the scrutiny of legislation, policy and practices, and importance of committees in scrutiny. Following this, participants discussed in detail the legislative process in the UK and drew parallels with the Namibian process. Baroness Barker gave the example of the UK Modern Slavery Bill which went through the PBC stage comparing it with the EU (Withdrawal) Bill which was discussed in the Committee of whole House.

Dr. Rupa Huq MP discussed the advantages of scrutinising bills in smaller committees. She highlighted that **scrutiny of bills in smaller committees make the scrutiny process stronger** to which participants pointed that their Standing Orders also allow for bills to be referred to Standing Committees (equivalent of UK's PBCs). However, the Government prefers to scrutinise bills in the Committee of whole House. Nick Walker made participants familiar with evidence taking, debating, and proposing and incorporating amendments during the PBC stage.

Sir Peter Bottomley covered the areas related

to the scrutiny process during the report stage and third reading (which occur after the Committee Stage). He said, at the Report Stage, a bill is considered as a whole rather than clause by clause and clauses and Schedules to which no amendments have been tabled are not considered. In UK, the Report Stage provides an opportunity for Members who were not on the PBC to move amendments to the bill. The delay between Committee and Report allows time for the Government to give further thought to some of the points raised during the Committee stage.

Nick Walker spoke on delegated legislation and how the Namibian Parliament can make efficient use of available resources. He said **delegated legislation is a challenge for the Parliament as it is very difficult to scrutinise laws created by Ministers**. Baroness Barker and Dr Huq briefly covered the areas related to the role of select committees in pre and post legislation.

The training programme finished with Sir Peter's discussion on how to make good legislation. He gave an example from a Road Act which he brought during his tenure as the Minister of Roads and Traffic in the Thatcher Government, highlighting that to create a good law one should first fully access the relevance and need of that law.

## PARTICIPANTS INSIGHT

Like day one, participants of day two and day three also presented the challenges they face in conducting their parliamentary business but more particularly issues pertaining to legislative scrutiny. These issues are grouped into six categories, each discussed below in turn.

### Improving Quality of Bills

During their interaction in the course of two days, participants highlighted that the National Assembly faced a daunting task to deal with poor quality bills. Two reasons were suggested. Firstly, a lack of specialised legal drafters impact upon the production of good legislation. As lawyers with no specialisation or prior knowledge of the subject, draft bills can be of poor quality. Secondly, Ministers are often in a rush to table bills in the Chamber. **In a majority of cases, Ministers do not read their own bills properly and are often unable to explain them on the floor of the House.** Further, the Government often pushes bills to be passed quickly giving limited time for Members to scrutinise them. A majority of bills are passed without proper amendments and feedback. Thus, to improve the quality of bills, it is important that the Government recruits sufficient expert legislative drafters and give time to Ministers to read and go through bills. Ministers should then give sufficient time to parliamentarians to discuss and debate bills in the Chamber.

### Preparing Legislative Timetable

Participants also highlighted **a lack of a proper timetable for the introduction of bills** in the National Assembly. With no advance timetable, the Members have little idea of the Government's legislative programme. Thanks to their poor



CPA UK is also the secretariat for the CPA British Islands and Mediterranean Region, organising activities in support of the Commonwealth Women Parliamentarians network. CPA UK also works to strengthen the Commonwealth Association of Public Accounts Committees in its core objectives.

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.

### CPA UK's Strategic Goals are:

1. To strengthen parliamentary democracy by undertaking international parliamentary outreach work on behalf of the Houses of Parliament and the wider CPA
2. To contribute to sustainable development, poverty reduction, trade, investment and business development opportunities through parliamentary strengthening work that supports democracy, good governance, human rights, environmental protection and the rule of law
3. To further co-operation between Commonwealth and non-Commonwealth Parliaments and legislatures, and other democratically elected institutions
4. To communicate the work of CPA UK and the Commonwealth within Westminster, across UK and internationally to enhance the profile of the Houses of Parliament, the Commonwealth, the CPA and CPA UK

quality, bills, although passed hurriedly, are often either returned by the National Council for revision or are challenged in the court of law, creating embarrassment for the Government. Thus, the Government should inform the Parliament of its legislative timetable giving sufficient time for review.

### Respecting the Standing Orders

Another big challenge which emerged during the discussion was related to the Standing Orders. Participants pointed out that while Standing Orders indicate no bill should be introduced after the 1st November, the Government does not generally abide by it.



CPA UK delegation with the President of Namibia H.E. Dr. Hage Geingob

**Standing Orders are overlooked on many occasions.** For instance, while it forbid more than one stage of a bill being taken on the same day, it was routinely either ignored or overridden regardless of the urgency or need. Similarly, Standing Orders provide for a bill to be made available to Members when notice of presentation is tabled, presumably the day before the actual presentation. However, this provision is also breached. A good example was the Human Trafficking Bill which was introduced in the Parliament after 1st November. On the day of its introduction, MPs only saw the text of the Bill when it was presented and the Assembly immediately launched it into the Second Reading debate. Thus, for proper accountability and scrutiny **the Government should respect and follow the Standing Orders, or reform them to reflect reality.**

### Referring Bills to Standing Committees

During discussions on the UK system of the PBCs, participants underlined that Standing Orders provide for bills to be referred to the Namibian equivalent committees. However, a majority of bills are dealt in the Committee of whole House. There is a general expectation that bills, thanks to the Government's overwhelming majority, would be passed by the National Assembly even if a few MPs, both from the ruling party, and the opposition, show their displeasure over the content of the bill.

### Summoning Ministers

Nevertheless, a few handful of bills are still referred to Standing Committees. Yet, **the biggest challenge the Standing Committees**

**face is to summon a Minister.** Ministers often send their permanent secretary to attend the Committee meetings, undermining the role of Standing Committees. Participants felt that Ministers are not held accountable to Parliament. Therefore, to ensure the bills are efficiently scrutinised, Parliament should exert pressure on Ministers to attend committee inquiries.

### Developing Good Legislation

Finally, participants discussed ways to develop good legislation. **To develop good legislation it is important to assess the necessity of a new law.** Furthermore, during the drafting

process, Ministers should ensure that legislation is **clear, coherent** and **accessible** for a public audience. Good legislation, however, is not limited only to its content. Legislation should be considered as good only if it is effective and serves its purpose. Finally, participants agreed that during the process of drafting a bill it is important to consult with a wide range of stakeholders including CSOs, academicians, experts, and the wider public to ensure it is as rigorous and as comprehensive as possible.

### Meeting with External Stakeholders and the Political Leadership

CPA UK delegation while in Windhoek took the opportunity to meet with a wide range of stakeholders working with the Namibian Parliament. The first day was dedicated to external meetings which included meetings with the Speaker's Office team at National Assembly to discuss logistical arrangements for the training programme and meetings with the UN Country Resident, UNICEF and UNESCO country representatives, and KAS (the main implementer of the EU funded PPS which concluded in 2016) to discuss their ongoing work with the Parliament of Namibia and future opportunities for CPA UK to work with the Namibian parliamentarians.

The delegation was hosted for a dinner on 8th November by the Deputy Speaker Hon. Loide Kasingo MP and gave a courtesy call on the Speaker, Hon. Prof. Peter Katjavivi MP and the President of Namibia, HE Dr. Hage Geingob on Friday, 10 November 2017. The Chairperson of the National Council, Hon. Margaret Mensah-

Williams invited the delegation to attend a constituency event ('beneficiary handouts' ceremony) on 9 November 2017. The delegation also met with the British High Commissioner of Namibia H.E Jo Lomas for a briefing at the Residency on 8 November 2017 and the Head of the EU Delegation Jana Hybaskova on 9 November 2017 to discuss the EU's role in the future engagement strategy of CPA UK with the Parliament of Namibia.

the necessity to organise more training programmes and that CPA UK should take a lead in this direction.

### Day 2 participants (National Assembly Members)

Evaluation of participants of work-stream 2 (day 2 and 3 of the training programme) proved to be challenging. As discussed in the table below, the majority of Members from day 1 did not turn up on day 2 due to their party's national conference. Thus, Members who filled



CPA UK delegation in discussion with the President

out the pre-evaluation form on day 2 could not complete the post-evaluation form at the completion of the training on day 3. Out of 5 Members, including the Deputy Speaker, who attended the day 3 of the training programme, all of them said that their level of knowledge and understanding of the topic covered during the training programme increased from pre-workshop levels. All participants said that the topics covered were very relevant to their work and the training will help them shape their parliamentary work much better.

### RESULTS AND EVALUATION

In addition to the aims and objectives, the programme set out five outputs as indicated below:

**Outputs.** To achieve the programme outcomes the programme envisioned five outputs:

**Output 1.** A total of 40 parliamentarians trained on legislative scrutiny functions

**Output 2.** A total of 40 parliamentarians trained on the UK legislative system.

**Output 3:** A total of 25 clerks and parliamentary

### PARTICIPANT THOUGHTS

*"Issues discussed during the programme are critical to their work."*

*"...strengthened skills to undertake parliamentary work efficiently."*

*"...training was very relevant and will help us to shape our work better"*

*"All the sessions were magnificent"*

### DELEGATION'S FEEDBACK

The delegation felt that the **programme generated good levels of discussion and engagement** and there was a general will among staff present to see the National Assembly and Council working more effectively, tempered with a recognition of the political and resource constraints.

The delegation emphasised the need and importance for **sufficient time between bill stages so that Namibian MPs, the public and civil society have input.** But also that the parliamentary research service can produce background briefings on the bill. The Parliament of Namibia may consider these points to improve their legislative scrutiny.

The delegation also felt that issues related to parliamentary strengthening in Namibia had a particular political resonance: **one person's effective scrutiny is another person's opposition-delaying tactic.** Efforts to encourage better scrutiny are likely to founder unless there is a widespread political will within SWAPO and the Executive for it.

### PARTICIPANT'S FEEDBACK

#### Day 1 participants (clerks and other parliamentary staff)

The day 1 of the training programme which focussed on parliamentary staff witnessed a participation of more than 25 clerks. Feedback was largely positive as the participants found the training programme relevant to their work. A majority of them found the sessions on the relationship with Members, conducting inquiries, and writing reports to be very interesting. Clerks said that they could discuss some of the effective ways of conducting parliamentary business effectively and efficiently during the course of the training programme. Clerks also expressed



Day one of the training programme with parliamentary staff

staff trained to efficiently support the parliamentary functioning

**Output 4:** Six delegates from UK Parliament have strengthened bilateral relations with the Parliament of Namibia.

**Output 5:** A comprehensive post-workshop report developed and published online.

These outputs are assessed below:

Output	Achievement	Indicators	Comments
<b>Output 1.</b> A total of 40 parliamentarians trained on legislative scrutiny functions (Objective 1)	A total of 25 parliamentarians participated on day 2 and five parliamentarians attended day 3 session	-Attendance list -Discussion on legislative scrutiny function -Pre and post evaluation form	On its arrival in Windhoek, the delegation was informed about a SWAPO (governing political party) conference which was scheduled for late November and a majority of MPs were involved in its preparation. On day 3 of the programme, SWAPO hosted its Central Committee meeting in the Central Hall of the Parliament. Due to this, a poor level of participation was observed.
<b>Output 2.</b> A total of 40 parliamentarians trained on the UK legislative system. (Objective 3)	A total of 25 parliamentarians participated on day 2 and only four parliamentarians attended day 3	-Attendance list -Discussion on UK legislative system -Pre and post evaluation form	Same as above
<b>Output 3:</b> A total of 25 clerks and parliamentary staff trained to efficiently support parliamentary functioning (Objective 2)	A total of 28 clerks participated in the training programme	-Attendance list -Discussion on clerks and parliamentary staff role in the functioning of the parliament -Pre and post evaluation form	Day 1 met its target
<b>Output 4:</b> Six delegates from UK Parliament have strengthened bilateral relations with the Parliament of Namibia. (Objective 4)	Delegates met with the Speaker and Deputy Speaker of National Assembly and the President of Namibia. The meetings were covered by local media, both print and electronic.	-Media reports -The telecast of the meeting in the national TV news segment - A letter of appreciation from the President of Namibia and the Speaker of National Assembly after the programme	
<b>Output 5.</b> A comprehensive post-workshop report developed and published online. (Objective 1,2,3,4)	The project report has been completed	Project report	The report will be published electronically.

## UK DELEGATION

### SIR PETER BOTTOMLEY MP - DELEGATION LEADER

Peter was born in 1944. He was educated at a mixed comprehensive school in Washington DC, Westminster School and Trinity College, Cambridge. His wife, The Baroness Bottomley of Nettlestone, is a former Member of Parliament for South West Surrey. He contested West Woolwich in the general elections of February and October 1974. He won the seat in June 1975 when it was re-named Eltham. From 1986-89 Peter was Parliamentary Under-Secretary of State for Transport, where his focuses included reducing drink-driving offences and improving transport accessibility for people with disabilities. From 1989-90 he was Parliamentary Under-Secretary of State at the Northern Ireland Office, where his responsibilities included agriculture and environment.

Peter Chairs the APPG on Leasehold and Commonhold Reform and the APPG on Myalgic Encephalomyelitis (ME). He Co-Chairs the APPG on Haemophilia and Contaminated Blood and is Vice Chair of the APPG on Justice for Equitable Life Policy Holders.



### BARONESS BARKER

Liz Barker has been a Liberal Democrat Peer since 1999. She was health spokesperson till 2010 and is now spokesperson on charities and social enterprise, and LGBT rights. Liz has worked on wide range of legislation from pension's reform, through adoption and children, to human fertilisation and embryology. Liz has been a member of pre-legislative, post legislative scrutiny committees on mental health and mental capacity, charity law.

She's been a member of select committees on the future of charities, and is currently a member of the select committee on citizenship. She is Vice-Chair of the All Party Parliamentary Group on Global LGBTI Rights, HIV/AIDS, Population Development and Reproductive Health, and Cycling. She is about to Chair the APPG on Sexual and Reproductive Health. Liz is the CEO of ThirdSectorBusiness a management consultancy which specialises in charities and social enterprises in the UK and internationally. Liz is a VSO volunteer who works with parliamentarians across Southern Africa on HIV/AIDS.



### DR. RUPA HUQ MP

Rupa Huq was elected to the constituency of Ealing Central and Acton in 2015 and again in 2017. She is a Shadow Minister for Home Affairs and Crime Prevention. She was formally a Member of the Justice Committee, Regulatory Reform Committee and more recently the Public Administration and Constitutional Affairs Committee. Outside of Parliament she is a columnist, academic, DJ and author. She was formerly a lecturer.



### NICK WALKER

*Clerk, Justice Select Committee, House of Commons*

Nick Walker has been Clerk of the House of Commons Justice Committee since October 2012. He heads the small team of staff who support the Committee, composed of 12 backbench MPs, that is responsible for scrutinising the expenditure, administration and policy of the Ministry of Justice and its associated public bodies.

Nick joined the House of Commons Service in 1987. He has clerked other Committees, including the Agriculture Committee, the Defence Committee, the Energy Committee and the Joint Committee on Human Rights. He has also worked in various procedural offices: the Public Bill Office, the Table Office and the Journal Office. Between 2001 and 2004 he was head of the House of Commons office in Brussels. Immediately before joining the Justice Committee he worked as the business manager for the Department of Chamber and Committee Services.





## MARIAM EL-AZM

*Deputy Head, International Outreach, CPA UK*

Mariam is an international relations professional and project manager with over six years' experience managing projects on behalf of the UK Parliament, including international conferences, overseas delegations and parliamentary strengthening programmes.

Mariam has a Master's degree in Global Governance and Ethics from University College London where she specialised in fairtrade and human capabilities, and a trilingual BSc in Business Administration from HEC Montreal. She is fluent in French, English and Spanish and from 2012-2014 served on the board of an international sightseeing company, Les Cars Rouges/Big Bus Company. Mariam recently trained as an ashtanga yoga teacher in Kerala, India and serves as a career coach in the House of Commons.



## YASHASVI CHANDRA

*Africa Programme Manager, CPA UK*

As the Regional Programme Manager for Africa, Yash is responsible for planning and delivering annual and long-term strategic programmes and advancing parliamentary democracy in the Commonwealth countries of Africa. He is also responsible for strengthening bilateral relations between the Commonwealth parliaments of Africa and Westminster.

Yash holds an MSc in Human Rights Law from London School of Economics and an MPhil in International Relations from Jawaharlal Nehru University in New Delhi. He has a keen interest in international relations, human rights, and study of terrorism. He has published articles in a wide range of edited books and international journals.



# Day 1 - Wednesday 8 November 2017

## Capacity Building Training for Parliamentary Staff

Parliament of Namibia, Windhoek

TIME	SESSION
0930 - 1000	<b>Welcome &amp; Introductions</b> <p>This session introduced the training programme to the participants and provided an opportunity for participants to underline their expectations from the programme.</p>
1000 - 1100	<b>Session 1: The Role of Parliamentary Staff in the Effective Functioning of Parliament</b> <p>This session explored the skills and knowledge required by parliamentary staff in carrying out their programme of work. What are some of the key challenges faced by clerks in the Parliament of Namibia? What is the role of clerks in planning? What role should clerks play during committee inquiries? How do clerks contribute to ensuring effective follow-up on committee recommendations?</p>
1115 - 1215	<b>Session 2: The Relationship between Members and Clerks and Providing Excellent Customer Service</b> <p>This session initiated a discussion on what makes for an effective working relationship between parliamentarians and clerks. For parliaments to function effectively and efficiently there should be mutual respect and esteem between parliamentarians and clerks. Further, the session discussed the importance of excellent customer service to ensure the smooth running of parliamentary proceedings and to improve the regard of Parliament with its stakeholders.</p>
1215 - 1300	<b>Session 3: Role of Clerks in Legislation</b> <p>This session explored the role of clerks in the legislative process. It also discussed how committees can give input in the legislative process, while sharing best practices.</p>
1400 - 1500	<b>Session 4: Conducting an inquiry: Initiation, recommendations, and gathering evidence</b> <p>This session discussed the different stages of a committee inquiry, from initiation to the resulting report, and the workload associated with each milestone. It included a discussion on the challenges experienced by the participant in their roles in relation to committee inquiries.</p>
1500 - 1600	<b>Session 5: Producing written briefs and Effective and targeted report writing</b> <p>First part of this session focussed on producing written briefs to Members of Parliament. The second part of the session examined the circumstances and techniques used to create maximum impact with a report.</p>
1600	<i>End of Day 1</i>

# Day 2 - Thursday 9 November 2017

## Effective Legislative Scrutiny

Parliament of Namibia, Windhoek

TIME	SESSION
0900 - 0930	<b>Welcome &amp; Introduction to the Training Programme</b> <i>This introductory session provided an overview of aim and objectives of the programme, which the participants undertook in two days.</i>
0930-1015	<b>Session 1: Principles of Parliamentary Scrutiny Functions</b> <p>This session refreshed participants' knowledge on parliamentary scrutiny functions. The speakers covered areas related to parliament scrutiny functions like debates and questions in the Chamber, parliamentary responsibilities in the scrutiny of legislation, policy and practices, and importance of committees.</p>
1030-1115	<b>Session 2: Legislative Process in the UK and Namibia: From Initiation to Review</b> <p>Participants discussed the legislative process in the UK and drew parallels with the Namibian process.</p>
1115-1200	<b>Session 3: Legislative Scrutiny during the Committee Stage</b> <p>This session discussed the technical areas of legislation scrutiny. As bills in Namibian parliament are scrutinised by the Committee of the whole House, Speakers shared their experience of dealing with bills which were scrutinised by the Committee of the whole House in the UK Parliament.</p>
1215-1300	<b>Session 4: Public Bill Committees: A Case Study of the UK System</b> <p>This session aimed to present a case study of the UK system of having smaller committees. Speakers highlighted the role of Public Bill Committees in the UK system and underlined how committee members scrutinise draft bills at this stage.</p>
1400	<i>End of Day 2</i>



## Day 3 - Friday 10 November 2017

### Effective Legislative Scrutiny

Parliament of Namibia, Windhoek

TIME	SESSION
1000 - 1100	<b>Session 5: Scrutiny during Report Stage (Namibian Equivalent of National Assembly stage) and Third Reading</b>  <i>The speaker discussed the scrutiny process during the report stage and third reading.</i>
1100 - 1130	<b>Session 6: Scrutiny of Delegated Legislation</b>  The speaker discussed what challenges parliament can potentially face in the scrutiny of delegated legislation and how to overcome those challenges
1130-1200	<b>Session 7: Making Use of Available Resources</b>  This session explored what resources are available with the Members of the Namibian Parliament. The Speakers then discussed how MPs can make good use of available resources to improve the quality of legislation. The Speakers underlined resources available at the disposal of UK Members giving examples of library and Scrutiny Unit.
1200-1230	<b>Session 8: The Role of Select Committees in Pre-legislative Scrutiny</b>  How Select Committees can play a role in pre-legislative scrutiny of a draft bill? What is the usual term of reference? What are the examples of Select Committees role in legislation and in what ways can it be beneficial?
1230-1300	<b>Session 9: Post-legislative Scrutiny : Select Committees' and Government's role</b>  The speakers moved to the select committees' and government's role in post-legislation assessment (PLA). Speakers discussed how PLS' are done, how inquiries are set up, who are the witnesses, and what happens to the reports of select committees? Similarly, how government initiates PLA's and does government take any action if certain loopholes are identified in an Act?
1300-1330	<b>Session 10: What Makes Good Legislation?</b>  No law is perfect. However, this session discussed what the vision of good legislation would look like. The speaker also discussed the challenges in making a good law. The speakers discussed the complexities attached to making a good law and how to deal with content, language, architecture, and publication of a law.
1330	<i>End of Day 3 and Programme</i>

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### CPA UK

Westminster Hall  
London  
SW1A 0AA  
T: +44 (0)20 7219 5373  
F: +44 (0)20 7233 1202  
E: [cpauk@parliament.uk](mailto:cpauk@parliament.uk)  
W: [www.uk-cpa.org](http://www.uk-cpa.org)

Registered Charity No. 1095118  
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