

# 2018 Westminster Seminar on Effective Parliaments

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26-30 November 2018  
UK Houses of Parliament, London



## REPORT

## **ABOUT CPA UK**

### **CPA UK's Strategic Objectives are:**

#### **Objective 1. To strengthen parliamentary democracy.**

Being responsive to the complex challenges of Parliaments and facilitating access to information and skills

We will:

- provide opportunities for UK parliamentarians to learn from Commonwealth peers
- convene Commonwealth parliamentarians to increase their capacity to hold governments to account and to effectively represent their electorates
- build knowledge within the Commonwealth parliamentary community on issues of common interest and concern

#### **Objective 2. To link Westminster with the Commonwealth**

Promoting collaboration, understanding and cooperation, emphasising its continuing relevance to future generations

We will:

- play a leading role in CPA
- establish and strengthen networks across parliaments, and beyond
- engage young people in our work and vision

#### **Objective 3. To set and demonstrate high performance standards**

Increasing the positive impact of all we do

We will:

- achieve value for money in the organisation and delivery of our activities
- set and uphold high standards of behaviour
- use evidence-based learning to improve what we do and how we do it

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# FOREWORD



From 26 -30 of November 2018 the Commonwealth Parliamentary Association UK Branch (CPA UK) hosted the 67th annual Westminster Seminar. Over 100 speakers, parliamentarians and officials from 31 legislatures came together to learn from each other. We are delighted to present the report of the 2018 Westminster Seminar on Effective Parliaments.

Several themes emerged as key issues and learning points: relations between parliamentarians and clerks; the role of the Speaker; the importance of legislative scrutiny; diverse representation in parliaments and interaction with the media. Participants were also very keen on understanding the current Brexit situation and the impact it would have on their countries as well.

Delegates discussed how parliamentarians could strengthen their role in building effective legislation through collaboration with clerks. They considered the implications of their functions as elected representatives and scrutineers. They looked at the possibility of building international partnerships to tackle Commonwealth and global issues. Participants practiced their investigative skills in a committee hearing on Modern Slavery and also got the opportunity to compare the workings of a smaller legislature with a visit to The Welsh Assembly. Delegates ended the week keen to use what they had learned and heard on return to their legislatures.

We hope you find this closing report a valuable reflection of the important work carried out by all our participants during the week. It is available on the CPA UK website [www.uk-cpa.org](http://www.uk-cpa.org), along with further resources, information and materials from the conference as well as CPA UK's wider work.

A handwritten signature in black ink that reads "Jon Davies". The signature is written in a cursive style with a large initial 'J'.

Jon Davies

## MEET THE TEAM

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**Elorm Haligah** was the lead Project Manager for the 2018 Westminster Seminar on Effective Parliaments. In addition to managing the CPA UK flagship programme in 2017, he worked on the 2018 Pacific Islands Parliamentary Workshop in New Zealand. Elorm has also been working on strengthening the youth engagement strategy of CPA UK

He also has prior experience of working in Parliament with an MP. His experience expands internationally as he has worked on projects with senior figures from the United Nations, the World Bank, International Monetary Fund in Washington DC and the Ministry of Foreign Affairs in Ghana.

Elorm joined CPA UK the summer of 2017 and he holds a BA in Politics and an MA in Global Citizenship, Identities and Human Rights from The University of Nottingham.



**Salma El Kassmi** joined CPA UK at the end of 2017 and is currently working as a Project Officer for the Multilateral Projects Team as well as supporting wider CPA UK activities.

She first began working in Westminster in 2014 and has also worked as a parliamentary assistant to a Peer. During university, Salma started a co-operative in Morocco to support women living under the poverty line which has since been scaled to 2 further locations. She has prior experience in the charity sector working with NGOs based in the UK as well as Africa and has delivered youth programmes in Morocco to help widen political engagement. She holds a LLB (Hons) in Law from BPP University and is fluent in Arabic.



**Rebekah Northall** was the Project Assistant for the 2018 Westminster Seminar on Effective Parliaments. The Westminster Seminar was Rebekah's first event at CPA UK having recently joined in September 2018.

Prior to working in Parliament, Rebekah worked for the Directorate General for Education, Youth, Culture & Sport at the European Commission and previously worked for the British Council in Brussels and London based think-tank 'UK in a Changing Europe'.

Rebekah holds a BA in History & German Studies from the University of Birmingham and an MA in European Studies from King's College London.



**Felicity Newall** is the Communications Manager for CPA UK

Felicity recently joined CPA UK after almost six years working for Members of the House of Commons in the UK Parliament. Before this, she worked for a PR agency with consumer and B2B clients.



**Matthew Hamilton** joined CPA UK in 2017 and is responsible for implementing the Monitoring and Evaluation Strategy for CPA UK.

Prior to joining CPA UK, Matthew worked for NGOs in the field of international development (including CAFOD and WaterAid) coordinating the planning, delivery, monitoring and reporting for complex multi-country projects funded by DFID, USAID and the European Commission. He holds a BA (Hons) in International Relations and an MSc in Conflict, Security and Development from the University of Birmingham.



**Victoria Bower** is the Deputy Head of the Multilateral projects team at CPA UK. Victoria has worked in Parliament for the past 10 years in a variety of roles. Prior to that she worked for Cancer Research UK, an organisation she is still heavily involved in through volunteer work.



**Ryan Karimabady** was CPA UK's Hansard Scholar for the 2018 Westminster Seminar on Effective Parliaments. Ryan was responsible for shaping the committee exercise on Modern Slavery.c

Acknowledgments to **Alex Lomas, Miriam Stewart, Ali Ahdash and Kenneth Gyamerah** who were our Summary Writers and transcribed the points discussed during the seminar that helped to create this report.

# The 2018 Westminster Seminar on Effective Parliaments: Introduction

## INTRODUCTION

This closing report reflects discussions on key issues surrounding the concept of effective parliaments identified by participants throughout the 67th annual Westminster Seminar. These issues fall into various categories, but this report will explore what was discussed on the umbrella topics of parliamentary roles, the work of committees and political and social structures/situations across the Commonwealth. This report aims to highlight the principal points of conversations and make the seminar outputs and discussions available to a wider audience.

Over the course of the five days, over 60 parliamentary officials from more than 30 legislatures attended.

These cross-cutting themes shaped the participants' examination of their role as parliamentarians and officials in tackling challenges within respective parliaments. Through debates, interactive exercises, peer-to-peer exchanges and expert panel sessions, delegates explored the opportunities for parliamentarians across the Commonwealth and beyond to strengthen their representative duties through legislation, budgeting, oversight, scrutiny and by building engagement and partnerships internationally.

Despite the sheer diversity of parliaments participating – small and large nations, national and subnational legislatures, and Commonwealth and non-Commonwealth parliaments – participants had several challenges in common. From a Commonwealth perspective looking into Westminster, there was a keen interest in the proceedings of Brexit, looking at the journey behind what triggered it and the process to see it through.

Previously known as The Westminster Seminar on Parliamentary Practice and Procedure, this is CPA UK's annual flagship capacity-building programme for parliamentarians and procedural/committee clerks from across the Commonwealth. This year we refocused it to focus on 'effective parliaments' to have an exchange on different notions of this concept across the Commonwealth.

CPA UK's Westminster Seminar was designed to provide a unique platform for its participants to meet their counterparts from across the Commonwealth, build lasting relationships and explore the role and functions of parliamentarians and clerks. This is an unrivalled opportunity for delegates to reflect on their own roles, responsibilities and opportunities, share their knowledge and experiences with others and develop key skills to improve their capacity as representatives and legislators and in the crucial functions of scrutiny and oversight.



## BACKGROUND

### What is the Westminster Seminar?

The annual Westminster Seminar is CPA UK's flagship capacity-building programme for parliamentarians and procedural/committee clerks from across the Commonwealth. It is one of the most eagerly anticipated programmes in the calendar by CPA Members. Each year the five-day programme provides an opportunity for participants from across the Commonwealth to explore parliamentary democracy, practice and procedure within a Westminster framework and to share experiences and challenges faced in their parliamentary work.

### Why do we run this initiative?

Whilst many legislatures have their own training programmes, CPA UK's Westminster Seminar provides a unique platform for its participants to meet their counterparts from across the Commonwealth, build lasting relationships and explore the role and functions of parliamentarians and clerks in depth. Attended by over 60 parliamentarians and clerks each year, participants have an unrivalled opportunity to share their knowledge and experiences with others and consider the challenges they face in their own work. CPA UK hopes that this programme will have a lasting impact on all those that attend the programme.

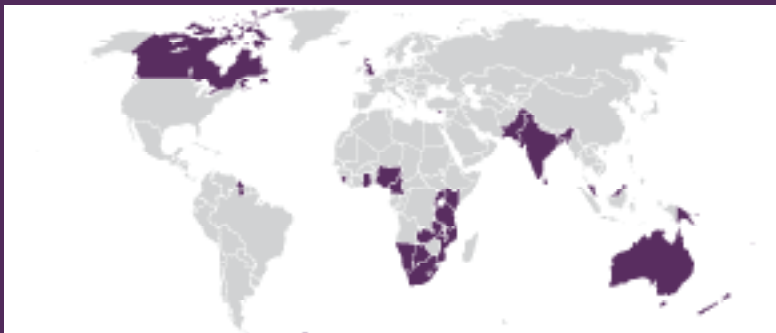
### What is the main focus of the Westminster Seminar?

The Seminar programme is a highly participatory and interactive opportunity for rigorous discussion on parliamentary best practice and the various ways Westminster-style parliaments work across the Commonwealth. The programme focuses on learning from the experiences of others and the sharing of knowledge between participants. CPA UK draws on parliamentary practice from across the Commonwealth to design a programme which enables parliamentarians and clerks to reflect on their own roles, responsibilities and opportunities and develop key skills to improve their capacity as representatives and legislators and in the crucial functions of scrutiny and oversight.

## What is the 'Westminster System'?

The 'Westminster System' is a parliamentary system of government modelled on the structure developed in the United Kingdom over many centuries. This term comes from the Palace of Westminster, the seat of the UK Parliament. The system is a series of procedures for operating a legislature. It is used in the national and subnational legislatures of any Commonwealth countries. Some key characteristics include: A ceremonial head of state (monarch or president), a head of government and cabinet government, separation of powers - with the executive comprised of members of the legislature, a multi-party system with an official opposition, an upper and lower chamber, an independent civil service and parliamentary privilege.

Some countries which fall into this system are: Antigua and Barbuda, Australia, The Bahamas, Bermuda, Bangladesh, Barbados, Belize, Canada, Dominica, Grenada, India, Ireland, Jamaica, Malaysia, Malta, Mauritius, Nauru, New Zealand, Pakistan, Papua New Guinea, Saint Kitts and Nevis, Saint Lucia, Singapore, Saint Vincent and the Grenadines, Solomon Islands, Trinidad and Tobago, Tuvalu, and Vanuatu.



# OBJECTIVES & OUTPUTS

## **OUR OBJECTIVE:**

For parliamentarians and clerks to have an enhanced ability to deliver effective oversight, scrutiny and representation in their respective parliaments.

## **OUTPUTS:**

### **Output 1:**

Parliamentarians and clerks will have a deeper understanding of what makes an effective parliament in the context of both Westminster and other Commonwealth Parliaments.

### **Output 2:**

Parliamentarians and clerks will increase their network and have opportunities to learn from counterparts from across the Commonwealth.

### **Output 3:**

Parliamentarians and clerks will further their understanding of their roles and responsibilities, increasing their capacity.

## PROGRAMME

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### Day 1 - Monday 26 November 2018

Attlee Suite, UK Houses of Parliament

TIME	SESSION
0945 - 1015	Participant Registration at the Park Plaza Hotel
1015	<i>Depart the Park Plaza Hotel by foot to The Houses of Parliament. Includes time to pass through security</i>
1100 - 1130	Tea and coffee (includes 15 minutes for group photo)
1130 - 1145	<p><b>Housekeeping</b></p> <p>Important information on the logistics of the Seminar including briefings on the Select Committee Hearing (Wednesday) and the 'Reflections' every morning.</p> <p>Elorm Haligah, <i>Projects &amp; Programmes Manager, CPA UK</i></p>
1145 - 1200	<p><b>Welcome</b></p> <p>This session will offer a background introduction to the Seminar, its structure and the objective and outputs.</p> <p>Jon Davies, <i>Chief Executive, CPA UK</i></p>
1200 - 1230	<p><b>Session 1 - Introductions</b></p> <p>Delegates will be given an opportunity to introduce themselves individually and share why this Seminar is important to them.</p> <p>Facilitated by Elorm Haligah, <i>Projects &amp; Programmes Manager, CPA UK</i></p>
1230 - 1315	<i>Networking Lunch</i>
1315 - 1400	<p><b>Session 2 - The Political Scene at Westminster</b></p> <p>The last few years have been extremely eventful for British Politics. With the occurrence of referendums, snap elections and various shifts throughout the leadership of the main political parties, UK Politics has been a spectacle for people from across the globe. This session will set the scene for our delegates by providing a view of current happenings in Westminster.</p> <p><b>Format:</b> Speeches followed by Q&amp;A</p> <p><b>Speakers:</b>            James Duddridge MP, <i>Chair, CPA UK Executive Committee</i>            Rt. Hon David Hanson MP, <i>Vice Chair, CPA UK Executive Committee</i></p>

1400 - 1500	<p><b>Session 3 - The Modern Parliamentarian</b></p> <p>Parliaments across the Commonwealth have made great strides to modernise and keep up with social changes. This has translated into an increase in young people engaging in politics as well as parliaments becoming more diverse. This part of the Seminar will be a panel discussion, exploring the concept of the “Modern Parliamentarian” and will look at what can be done to ensure that all Parliaments across the Commonwealth continue to work towards upholding this concept.</p> <p><b>Format: Panel discussion</b></p> <p><b>Speakers:</b>  Ms. Julie Dzerowicz MP, <i>Parliament of Canada</i>  Bim Afolami MP, <i>(Con) Member, Regulatory Reform Committee, UK Parliament</i></p>
1500 - 1530	<i>Short break</i>
1530 - 1600	<p><b>Session 4 - Keynote from The Leader of The House of Commons, Andrea Leadsom</b></p>
1600 - 1700	<p><b>Session 5 -The Political Scene across the Commonwealth</b></p> <p>As much as the strength of the Commonwealth lies in the commonalities of its 53 countries, it also boasts vast diversity. Across all countries, there are different issues that are currently sitting at the top of their political agenda. This part of the seminar aims to explore what is currently pertinent in different countries across The Commonwealth.</p> <p><b>Format: Panel discussion</b></p> <p><b>Speakers:</b>  Hon. Mckeeva Bush OBE, <i>Speaker of The Legislative Assembly of The Cayman Islands</i>  Mrs. Syeda Uzma Qadri, <i>Member of the Provincial Assembly, Punjab Pakistan</i>  Hon. Norbert Loizeau MP, <i>Member of National Assembly, Seychelles</i>  Hon. Curtis Pitt, <i>Speaker of the Legislative Assembly of Queensland, Australia</i></p>
1700 - 1745	<p><b>Session 6 - Goal Sharing</b></p> <p>Delegates will be split into groups to summarise the key learnings from the first day. Each group will be given an opportunity to feedback to the wider group of delegates on their personal objectives for The Westminster Seminar. The session will start by shedding light on experiences from a previous participant of CPA UK activities.</p> <p><b>Speaker:</b> Akierra Mary Deanne Missick, <i>Chair, Public Accounts Committee, Turks &amp; Caicos Island.</i></p> <p>Facilitated by Matthew Hamilton, <i>Monitoring &amp; Evaluation Manager, CPA UK</i></p>
1745	<i>Delegates depart to Park Plaza by foot or optional tour of The Houses of Parliament (approximately 1 hour)</i>

## Day 2 - Tuesday 27 November 2018

Attlee Suite, CPA Room and various meeting rooms

TIME	SESSION	TIME	SESSION
0830	<i>Depart the Park Plaza Hotel by foot to The Houses of Parliament</i>		
	<i>Members only – Attlee Suite (Group A)</i>		<i>Clerks only – CPA Room (Group B)</i>
0900 - 1030	<p><b>Session 7A - Pressures on a Parliamentarian</b></p> <p>What is the role of a parliamentarian in the Commonwealth? How can parliamentarians balance various commitments and prioritise their time between their constituencies, their legislature, special interests and many other political and personal pressures? How do parliamentarians ensure they work with their political parties, caucuses or political alliances whilst ensuring the best interests of their constituents?</p> <p><b>Format:</b> This part of the programme will use a structured fast paced method with speakers alternating between groups of six every 30 minutes.</p> <p><b>Speakers (all UK Members of Parliament):</b>            Alex Norris MP, (Lab), <i>Member, Home Affairs Committee</i>            Dr Roberta Blackman-Woods MP, (Lab), <i>Shadow Minister, Housing, Communities &amp; Local Government</i>            Adam Holloway MP (Con), <i>Vice Chair, All Parliamentary Group on Security &amp; Defence Issues</i></p>	0900 - 1030	<p><b>Session 7B - Role of the Clerk and Effective Member/Clerk Relations</b></p> <p>In a large parliament like Westminster, clerks can develop expertise in particular areas, although not all will be experts in procedure. In smaller parliaments or where resources are limited, the role will be varied, complex and demanding. This session will explore what a clerk is and why their role is so important. It will go through the different responsibilities and give an overview of their importance to the running of parliament. It will delve into what makes for an effective working relationship between parliamentarians and clerks whilst also exploring how officials balance their work-life commitments.</p> <p><b>Format:</b> Panel discussion followed by Q&amp;A</p> <p><b>Speakers:</b>            Diana Johnson MP (Lab), <i>Health and Social Care Committee</i>            Jessica Mulley, <i>Deputy Principal Clerk</i>            Sarah Davies, <i>Principal Clerk, Select Committees</i>            Liam Laurence Smyth, <i>Clerk of Legislation</i></p>
1030 - 1100	<b>Mock Committee Briefing, by Alex Norris MP, Member, Home Affairs Committee with Coffee/Tea. Followed by delegates escorted to Committee Room 9</b>	1030 - 1100	<i>Coffee/Tea. Followed by delegates escorted to Committee Room 9</i>
1100 - 1215	<p><b>Session 8 - The Impact of Committees</b></p> <p>A large part of the work of the House of Commons and the House of Lords takes place in Committees, made up of MPs or Lords. These Committees consider policy issues, scrutinise the work and expenditure of the government, and examine proposals for primary and secondary legislation.</p> <p>This session will look at the experiences of Committee chairs and members in their roles, focusing on the impact Committees can have with regards to policy.</p> <p><b>Format:</b> Panel Discussion</p> <p><b>Speakers:</b>            Stephen Twigg MP, (Lab), <i>Chair, International Development Committee, UK Parliament</i>            Hon. Audrey Vidot (Seychelles), <i>Member, Committee of Women Parliamentarians</i>            Dr. Hannah White, <i>Deputy Director, Institute for Government</i></p>		
1215 - 1230	<i>Members to be escorted to the River Room</i>		<i>Clerks to be escorted back to the CPA Room</i>

1230 - 1350	<b>Lunch with CPA UK Executive</b>	1230 - 1315	<b>Session 9B - Neutrality</b>
1350 - 1400	<i>Delegates will be escorted back to the Attlee Suite</i>		How do clerks balance the need to be politically sensitive with neutrality and impartiality that the role demands? Why does it matter? This session will encourage frank and open discussion on the expected behaviour of those in public service.
1400 - 1500	<b>Session 9A - Behaviour and Etiquette</b>		<b>Format:</b> Panel discussion followed by Q&A
	This session will focus on the use of Parliamentary Privilege. How does a member set a good example in communicating with colleagues in the Chamber whilst having robust debates? What are examples of best practice? What is the sub judice rule and how should it be applied? What are conventions, points of order and filibustering?		<b>Speakers:</b> Eve Samson, <i>Clerk, Joint Committee on Human Rights</i> Jutta Alexis, <i>Clerk, National Assembly of Seychelles</i> James Rhys, <i>Clerk, Exiting the European Union Committee</i>
	<b>Format:</b> Panel discussion followed by Q&A	1315 - 1325	<i>Clerks escorted to No.3 Parliament Street</i>
	<b>Speakers:</b> Justin Madders (Lab), <i>Shadow Minister, Business, Energy and Industrial Strategy</i> Hon. Anna Watson, <i>Acting Opposition Whip, New South Wales Legislative Assembly, Australia</i>	1325 - 1415	<b>Networking Lunch with Westminster Clerks at No. 3 Parliament Street</b>
1500 - 1545	<b>Session 10A - The Role of The Speaker in Effective Parliaments</b>	1415 - 1515	<b>Session 10B - 21st Century Committees</b>
	The Speaker of the House of Commons chairs debates in the Commons Chamber and the holder of this office is an MP who has been elected by other MPs.		Parliaments across the world are increasingly using technology to connect and communicate with their citizens. From engaging remote communities to submitting evidence, committees are constantly utilising 21st Century technology. This session will look at how committees have used technology such as application softwares and high-tech electronics to streamline and diversify the crucial work they do.
	The Speaker is the chief officer and highest authority of the House of Commons and must remain politically impartial at all times. During debates the Speaker keeps order and calls MPs to speak. We will be joined by Mr Speaker who will be talking about his role in helping the UK parliament to be effective.		<b>Speakers:</b> Stephen McGinness, <i>Clerk, Journal office</i> Andie Lindsay, <i>Executive Assistant to Clerk of The House, New Zealand House of Representatives</i> Steven Mark, <i>Director Cyber Security Programme</i>
	<b>Keynote Speaker:</b> Rt. Hon John Bercow MP, <i>Speaker of the House of Commons, UK</i>	1515 - 1600	<b>Session 11A - The Role of The Clerk in Effective Parliaments</b>
			The Clerk of the House is the principal constitutional adviser to the House, and adviser on all its procedure and business, including parliamentary privilege, and frequently appears before Select and Joint Committees examining constitutional and parliamentary matters. As with all members of the House Service, the Clerk is politically impartial and is not a civil servant. This session will involve the Clerk of the House speaking about his career as well as the day to day responsibilities of his role.
1545 - 1615	<i>Short Break</i>		<b>Keynote Speaker:</b> Sir David Natzler KCB, <i>Clerk of the House of Commons, UK</i>
		1600 - 1630	<i>Tea and Coffee followed by Clerks escorted to Committee room 9</i>

<p>1615 - 1730</p> <p><b>Session 12A- Optional Sessions:</b></p> <p><i>Here, delegates will pick one of the following to attend: (NB - Delegates in sessions 1a and 1b will alternate after 40 minutes).</i></p> <p><b>1a. Introduction to the Parliamentary Security Hub</b></p> <p><b>Speakers:</b> Rt. Hon Lindsay Hoyle, <i>Deputy Speaker, The House of Commons</i> Eric Hepburn CBE, <i>Director of Security , UK Houses of Parliament</i></p> <p><b>1b. Visit to the Parliamentary Education Centre</b></p> <p><b>2. HIV, Inclusion and Leaving No-One Behind: A Conversation with Former African Presidents</b></p> <p>Stigma and discrimination against key populations continues to present a barrier to achieving an AIDS-free generation in Africa and beyond. In this private roundtable dialogue, the former presidents of Botswana and Mozambique, HE Festus Mogae and HE Joachim Chissano, will share their views on why securing the human rights of key populations, including sexual and gender minorities, is essential for guaranteeing the health of all and leaving no one behind.</p> <p><b>Format:</b> Roundtable discussion</p> <p><b>Speakers:</b> His Excellency Festus Mogae, <i>Former President, Botswana</i> His Excellency Joaquim Chissano, <i>Former President, Mozambique</i></p>	<p>1630 - 1730</p> <p><b>Activity 12B - The Role of the Clerk; Legislation, Scrutiny, Procedure</b></p> <p>During their time in parliament, clerks can expect to work in a range of committees, offices and roles. This sessions seeks to explore the nuances relating to the role of the clerk regarding legislation, scrutiny and procedure. The session will conclude with an interactive and immersive exercise where the clerks will have an opportunity to identify and map out the process of a committee inquiry.</p> <p><b>Format:</b> Interactive workshop</p> <p><b>Facilitators:</b> Kenneth Fox, <i>Clerk, Public Bill Office</i> Joanna Welham, <i>Clerk, International Trade Committee</i></p>
<p>1730 -1830</p> <p><b>Networking Reception with The Royal Commonwealth Society, with address from His Excellency Festus Mogae and His Excellency Joaquim Chissano, CPA Room</b></p>	
<p>1830</p> <p><i>Depart by foot to Park Plaza Hotel</i></p>	

## Day 3 - Wednesday 28 November 2018

Attlee Suite, UK Houses of Parliament

TIME	SESSION		
0815	<i>Depart the Park Plaza Hotel by to The Houses of Parliament</i>		
0845 - 0900	<b>Reflection of Day 2</b> An opportunity for discussion on learning and outcomes from the the previous day.		
0900 - 1100	<table border="1"> <tr> <td> <b>Session 13A - How to Communicate Effectively</b>             Whether it be in the chamber, in committee meetings or on social media, a huge proportion of the work of a Parliamentarian involves extensive communication. This session will look at the importance of effective communication and explore key tips and hints to help Members communicate effectively.   <b>Format:</b> Interactive workshop   <b>Facilitator:</b> Kate Faragher, <i>Director, Bespoke Skills</i> </td> <td> <b>Session 13B - Effectiveness in Communication for Clerks</b>             The role of the clerk is crucial in ensuring the effective running of a parliament. An important element of their role is how they communicate procedural matters to their colleagues and members. This session will focus on unearthing the essential communication strategies clerks can use to support their parliament in being a successful institution.   <b>Format:</b> Interactive workshop   <b>Facilitators:</b>            Joanna Dodd, <i>Clerk, Divisions, Elections and Supply, House of Commons</i>            Kate Anderson, <i>Petitions and Communications Manager</i> </td> </tr> </table>	<b>Session 13A - How to Communicate Effectively</b>  Whether it be in the chamber, in committee meetings or on social media, a huge proportion of the work of a Parliamentarian involves extensive communication. This session will look at the importance of effective communication and explore key tips and hints to help Members communicate effectively.  <b>Format:</b> Interactive workshop  <b>Facilitator:</b> Kate Faragher, <i>Director, Bespoke Skills</i>	<b>Session 13B - Effectiveness in Communication for Clerks</b>  The role of the clerk is crucial in ensuring the effective running of a parliament. An important element of their role is how they communicate procedural matters to their colleagues and members. This session will focus on unearthing the essential communication strategies clerks can use to support their parliament in being a successful institution.  <b>Format:</b> Interactive workshop  <b>Facilitators:</b> Joanna Dodd, <i>Clerk, Divisions, Elections and Supply, House of Commons</i> Kate Anderson, <i>Petitions and Communications Manager</i>
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1100 - 1130	<i>Coffee/Tea</i>		
1130 - 1230	<table border="1"> <tr> <td> <b>Session 14A - Holding the Prime Minister to Account: Briefing on Prime Minister's Questions followed by video streaming</b>             At Westminster the Prime Minister, like his/her Ministers, appears in Parliament once a week to answer questions. Many parliaments have a similar process. What is the purpose and procedure of Prime Minister's Questions (PMQs)? How effective are PMQs in holding the Prime Minister to account? In what other ways is the Prime Minister held to account? Following this discussion, delegates will have the opportunity to view PMQs live via a video stream in the Attlee Suite.   <b>Speaker:</b> The Rt. Hon. Lord Paul Boateng of Akyem and Wembley         </td> <td> <b>Session 14B - Assertiveness and Confidence in Communicating/Engaging with Members</b>             The role of the clerk encompasses many functions and responsibilities including working with others, whether they be committee clerks, members or the general public. This session will facilitate learning on how to balance assertiveness with influence; the importance of clarity and navigating the needs of others; and how to manage outcomes as well as expectations. Clerks can expect to develop their skills in delivering with impact in a succinct way and the interface skills required when communicating to members.   <b>Facilitator:</b> Kate Faragher, <i>Director, Bespoke Skills</i> </td> </tr> </table>	<b>Session 14A - Holding the Prime Minister to Account: Briefing on Prime Minister's Questions followed by video streaming</b>  At Westminster the Prime Minister, like his/her Ministers, appears in Parliament once a week to answer questions. Many parliaments have a similar process. What is the purpose and procedure of Prime Minister's Questions (PMQs)? How effective are PMQs in holding the Prime Minister to account? In what other ways is the Prime Minister held to account? Following this discussion, delegates will have the opportunity to view PMQs live via a video stream in the Attlee Suite.  <b>Speaker:</b> The Rt. Hon. Lord Paul Boateng of Akyem and Wembley	<b>Session 14B - Assertiveness and Confidence in Communicating/Engaging with Members</b>  The role of the clerk encompasses many functions and responsibilities including working with others, whether they be committee clerks, members or the general public. This session will facilitate learning on how to balance assertiveness with influence; the importance of clarity and navigating the needs of others; and how to manage outcomes as well as expectations. Clerks can expect to develop their skills in delivering with impact in a succinct way and the interface skills required when communicating to members.  <b>Facilitator:</b> Kate Faragher, <i>Director, Bespoke Skills</i>
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1230 - 1330	<b>Lunch</b> <i>With an informal discussion exploring different processes across the Commonwealth in holding the executive to account.</i>		



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**1330 - 1440 Session 15 - Legislative Process Interactive Exercise**

Interactive exercise on legislation including looking at the differences and similarities of legislation in different countries across the Commonwealth.

**Facilitators:**

Daniel Greenberg, *Counsel, Domestic Legislation, UK Parliament*

Zena Merren-Chin, *Clerk, Cayman Islands Legislative Assembly*

Cecelia Sikatele, *Deputy Clerk of Procedure, National Assembly of Zambia*

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**1440 - 1530 Session 16 - Spotlight on The UK Public Accounts Committee: Members and Clerks**

The success of a committee is hugely down to how well Members and Clerks work together and their understanding of roles and responsibilities. This session will be a case study on the UK's Public Accounts Committee with Members and Clerks sharing their experiences of how they have worked together and also worked with other Public Accounts Committees from across the Commonwealth.

**Speaker:**

Rt. Hon Dame Margaret Hodge MP, *Former Chair, UK Public Accounts Committee*

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**1530 - 1610 Activity 17 - Viewing Committee Hearings**

A current committee hearing will be live streamed for delegates to watch and briefly discuss about after.

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1610 - 1620 *Delegates to be escorted to Committee Room 9*

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**1620 - 1730 Session 18 - Mock Committee Hearing**

Facilitated by Huw Yardley, *Clerk, Health Committee, UK Parliament*

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1730 *Depart by foot to Park Plaza Hotel*

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## Day 4 - Thursday 29 November 2018

The Welsh Assembly, Senedd, Cardiff

### TIME

0600 *Depart Park Plaza Hotel by Coach*

1000 *Arrive in Senedd, Cardiff*

This day will provide an opportunity for delegates to comparatively analyse the workings of a smaller legislature in relation to Westminster. There is a little more information about the Welsh Assembly below.

The National Assembly for Wales is the democratically elected body that represents the interests of Wales and its people, makes laws for Wales, agrees Welsh taxes and holds the Welsh Government to account.

#### **What is the role of the Assembly?**

*The Assembly has four key roles: representing Wales and its people; making laws for Wales; agreeing Welsh taxes and holding the Welsh Government to account.*

#### **Governance of Wales – who is responsible for what?**

*The Assembly makes laws for Wales on specific subject areas. Outside these areas, different bodies (like local authorities or the UK government) make laws that apply to Wales. Find out who is responsible for what in this section.*

#### **The history of Welsh devolution**

*Though the Assembly was only formed in 1999, the history of the movement towards political devolution in Wales dates back to 1886.*

#### **Daily business**

*Assembly Members undertake their tasks of representing Wales and its people, making laws for Wales and holding the Welsh Government to account in a number of ways. These include attending Plenary debates and sitting on Assembly Committees to discuss specific issues.*

#### **Elections and voting**

*Elections for the 60 seats in the National Assembly for Wales take place every five years.*

1600 *Depart Cardiff*

## Day 5 - Friday 30 November 2018

Various locations

TIME	SESSION
0830	<i>Depart the Park Plaza Hotel by foot to The Houses of Parliament</i>
	<i>Members only</i>
	<i>Clerks only</i>
0900 - 1330	<b>Constituency Visits (including lunch)</b>
	<i>Dr Rupa Huq, MP for Ealing Central and Acton</i>
	<i>Julia Lopez, MP for Hornchurch and Upminster</i>
	<i>Andrew Rosindell, MP for Romford</i>
	<i>Ruth Cadbury, MP for Brentford and Isleworth</i>
	<i>Virendra Sharma, MP for Ealing, Southall</i>
	<i>Karen Buck, MP for Westminster North</i>
	<i>Rt. Hon. Tom Brake, MP for Carshalton and Wallington</i>
	<i>Bambos Charalambous, MP for Enfield Southgate</i>
	<i>Rt Hon. Emily Thornberry, MP for Islington and South Finsbury</i>
	<i>Steve Reed, MP for Croydon North</i>
0900	<i>Delegates Escorted to IPSA, Milbank</i>
0930 - 1130	<b>Parliamentary Standards</b>
	Independent Parliamentary Standards Authority (IPSA) was established in May 2010 to do the following:
	1. Regulate MPs' business costs and expenses
	2. Determine MPs' pay and pension arrangements
	3. Provide financial support to MPs in carrying out their parliamentary functions.
	This will be an opportunity for Commonwealth Clerks to visit the IPSA offices and find out a bit more on what they do on a daily basis and also find out how Parliament and IPSA work together to ensure standards are upheld.
	<b>Speakers:</b> Marcial Boo, Chief Executive Officer, <i>Independent Parliamentary Standards Authority</i> Heather Wood, Registrar, <i>Parliamentary Standards</i>
1130 - 1145	<i>Escorted back to The Houses of Parliament</i>
1145 - 1230	<b>Tour of The Houses of Parliament</b>
1330	<b>Depart Constituencies</b>
1230 - 1345	<b>Lunch</b>
1400 - 1445	<b>Visit to The Library, House of Commons</b>
1500 - 1530	<b>Interactive feedback session</b> <i>Committee Room G</i>
1530 - 1700	<b>Afternoon Tea, The Chomondeley Room with closing remarks from The Rt Hon. Lord Alan Haselhurst</b>

## KEY POINTS: COMPARATIVE SYSTEMS

Building on feedback from last year's Westminster Seminar, delegates had expressed the desire to delve further into looking at the similarities and contrasts between parliamentary systems across the Commonwealth. We facilitated this by including a visit to the Welsh National Assembly and including delegates on panels to share their respective perspective and how things work in their own legislatures.

Although most parliaments represented are derived from the same (Westminster) system, they also have some considerable differences. Below are some examples:



### UNITED KINGDOM

House of Commons includes the PM

House of Lords is all appointed

*(excluding 90 hereditary peers and two ex officio peers)*

The Monarch is the Head of State



### CANADA

Split into federal, state and local governments

The Senate is the appointed chamber

The Monarch is the Head of State



### KENYA

The National Assembly is elected by each respective constituency

The Senate is also elected

The President is the Head of State



Wales has a devolved assembly that is specific to representing the people of Wales. Laws being passed are subject to a final approval from Westminster. This was of interest to legislatures in attendance from the UK Overseas Territories and Crown Dependencies that saw similarities between themselves and the National Assembly of Wales. Other facts of interest regarding the Welsh Assembly included:

- The Welsh Assembly is a bilingual democracy. As such, there is an option for deliberations to take place in Welsh and be translated into English shortly after.
- The Welsh Assembly claims to be the first legislature in the world to achieve a 50:50 gender split due to advocacy for positive action from the main parties in Wales.
- High on the agenda of the Welsh National Assembly is youth engagement, with the consideration of lowering the voting age to 16 and a very active Youth Parliament.



## CONFERENCE PARTICIPANT BREAKDOWN

48 PARLIAMENTARIANS

14 CLERKS

32 LEGISLATURES

GENDER BALANCE  
50:50  
MALE:FEMALE

5 UK OVERSEAS TERRITORIES

2 CROWN DEPENDENCIES

POLITICAL AFFILIATION  
24 GOVERNING: 24 OPPOSITION

## PERSONAL GOALS OUTLINED AT THE START OF THE WEEK

At the start of the week delegates spoke openly about what their personal goals were for the Seminar. They were subsequently grouped into the following:

To work together to share skills to be more effective in work.

To develop strategies of communication that differ from their usual methods. For some members this meant looking at engaging with people on a face-to-face basis, for others it meant utilising technology to further political aims.

To examine what is meant by effective when we discuss the effectiveness of parliamentary work.

To learn about how to communicate across divisions such as economic and gender barriers.

To develop and change institutions that do not meet contemporary need

To learn to better scrutinise political processes

To use political positions to make meaningful change in people's lives.

## THE POLITICAL STATE IN THE UK AND ACROSS THE COMMONWEALTH AT LARGE

The bulk of discussion was centred around Brexit. There was consensus that there is currently instability and uncertainty in Westminster. It was agreed that the issue of Brexit was not a party political issue, but something that cuts across members in Westminster regardless of their political affiliation.

This discussion brought about frank perceptions on the current climate in Westminster. Delegates were particularly intrigued as to how current ongoings in the UK would affect their relationship with countries across the Commonwealth.

During the discourse UK MPs acknowledged the errors of the past and how the relationship is rebalancing itself. For example there is no longer a reliance on the UK and bigger economies are emerging from different parts of the Commonwealth.

There was also conversation about when referenda should be used which sparked a debate with people on one side stating their value to democracy and giving people a voice, whereas on the other side delegates were expressing the drawback on using referenda if there is not mass common knowledge nor a clear question.

As expected, the political state across different Commonwealth countries varied, but one thing that was discussed at length, was the common emphasis on female empowerment and representation as well as the differing government structures. There was discussion on the potential of Brexit providing opportunities for Commonwealth in terms of trade.

There was also a roundtable discussion with His Excellency Festus Mogae and His Excellency Joaquim Chissano on the role Parliamentarians play in ensuring inclusivity in the battle of sensitive topics such as HIV, an issue that is prevalent across the Commonwealth.





## ROLES

### Pressures on parliamentarians

The Commonwealth parliamentarians had an extensive exchange with different UK MPs discussing the pressures they face.

There was dialogue on the significance of communication and the need to inform constituents so that they may understand the reality of what parliamentarians face. The need to be honest with constituents so that they might successfully manage these expectations was discussed and new strategic ways of managing the workload, whether that be through apps, the support of interns, or working alongside NGOs were also raised. The importance of careful time management and managing the expectations of constituents was reaffirmed. The need for effective local government alongside the competing pressures of delivering legislation were highlighted. A clear need to manage the expectations of constituents was noted. In some countries across the Commonwealth there is an onus on the parliamentarian to not only delegate to constituency staff but also receive support from family and other staff members.

### The Leader of The House

The Leader of the House of Commons is a government minister whose main role is organising government business in the Commons. The Leader of the House does this by working closely with the government's Chief Whip. In some countries such as Jamaica this role is referred to as the Leader of Government Business and in Ghana the Majority Leader holds this portfolio.

Andrea Leadsom MP presented an overview of her role as Leader of the House of Commons. It is a multifaceted role with a diplomatic aim, namely, to get government legislation through parliament and facilitate parliamentary business. Her role involves being the government's spokesperson in parliament and parliament's spokesperson in government. As part of this diplomacy, she seeks to support backbench members of the House, taking and giving voice to their questions and requests.

With regards to governance, Leadsom is responsible for the development of parliamentary procedures, including introducing a new robust grievance procedure for the 15,000 staff working at parliament.

Delegates were interested whether as Leader of the House, Mrs Leadsom experiences any conflict between the priorities of the government and those of parliamentarians? Mrs Leadsom maintained that she sees no conflict. Ultimately the government's priorities always remain most important, although she continues to seek to listen to the voices of all.

Delegates started to draw comparisons between the UK Leader of The House and the role played by the equivalent in their respective legislatures.

### The Speaker of The House

The Speaker of the House of Commons is the presiding officer of the House of Commons, the United Kingdom's lower chamber of Parliament. In different legislatures the presiding officer is referred to as something else. For instance, in Nigeria it is known as the President of the Senate and in Pakistan the presiding officer is referred to as the Chairman of the Senate.

**Rt Hon. John Bercow** addressed the delegation on his role as Speaker of the House of Commons.

**Maintaining order:**

The Speaker maintains order when The House is sitting with all speeches directed towards him/her. The Speaker 'calls to order' any MP who offends against the rule of the House.

**Holding the ring:**

The Speaker/deputies have absolute discretion over which members they call to speak.

**The casting vote:**

Once put to the vote in the House, a matter must be decided; it cannot be left as a draw. Therefore if there is an equal balance on votes taken verbally the speaker must decide the question by casting a vote.

**The Voice of the House:**

The Speaker's role as official spokesperson of the Commons to the monarch may survive only in ceremonial form, but the Speaker's core job is still protecting and expressing the interests of the House.

The delegates discussed the differences of the role of the presiding officer in their legislatures, not just in name. For instance, presiding officers in other countries such as New Zealand are not always expected to resign from their party after being appointed – this is different to the case in Westminster.

Mr Speaker also discussed from his perspective what makes the best MP denoting the reputation of a politician is achieved by a sustained focus and consistency in the development of an argument. He also spoke about the importance of not carrying bias as it would be impossible for a speaker to survive if they were partial in this age of everything being broadcast. He also shared some practical tips for aspiring speakers. **These include:**

- Making a name as a good, solid parliamentarian.
- Developing one's expertise on protocol
- Prioritising humility and diplomacy – treating every member of parliament as someone whose vote you might rely on.

**The Clerk**

The Clerk of the House, Sir David Natzler, is the House of Commons senior official and combines a variety of roles. He is the House's adviser on all aspects of parliamentary practice and procedure. Legislatures from across the Commonwealth all have similar equivalents

This session was an exchange between Sir David Natzler and the Commonwealth Clerks. He noted the relevance of the CPA and advised delegates on the need to learn from one another regardless of their backgrounds. Sir David Natzler discussed the mutual working relationships Commonwealth parliaments have as a result of the legacy of the previous British parliamentary systems that were present in these nations. He noted that, because of this, the role of the clerk is consistent across the Commonwealth. The following was explored:

- The independence of the clerk was discussed at length - clerks are independent of members and aim to serve the public through service to parliament.
- Another characteristic highlighted was the in-depth knowledge of procedure possessed by clerks, whose provision of the framework of rules enables good political work to happen.
- Where there are no rules, the clerk's role is to explore and establish what is the 'right' procedure to pursue, and neutrality is key to this.

- The role of the clerk in the UK was discussed with regards to the 'Head of House service', which sees the clerk as Chief Operating Officer of the House of Commons. Much of this role was about building an inclusive atmosphere. This is critical to the operation of the House of Commons due to its significant scale and complexity.
- It is thus of vital importance to make clear to people that everyone, regardless of role, contributes to the successful running of the House of Commons.
- It was agreed that unacceptable workplace behaviour must be addressed because it is unpleasant and because it undermines the ability of a parliament to do the work it needs to do.
- There was a consensus about the importance to take steps to codify privilege, using the principle behind privilege to guide this, namely, that privilege should not extend beyond what is necessary for the proper functioning of parliament.
- Comments were made regarding offensive traditions being removed, although maintaining harmless traditions. Sir David Natzler added that there is a need for modernisation and a need to be clear publicly about the commitment of parliament to this endeavour.

## COMMITTEES

The delegates also participated in a mock committee hearing on the Modern Slavery Act. This was an interactive exercise that was 'frozen' from time to time to share different experiences and best practices. There were staff from the Home Office who played the role of witnesses. There was also a session on the impact of Committees and a spotlight session on the work of the UK Public Accounts Committee. These sessions brought out recommendations regarding Clerk/Member relations and scrutiny. The following was drawn from at different points:

- Although it may be tempting for the Chair to introduce the topics for discussion and convey their own information, this may not necessarily be the best use of time and may be better to get straight into the Committee Hearing. However, this is usually quite effective in providing context for viewers via public broadcast.
- Asking the witness to provide opening statements was seen as useful in allowing you to ask questions on what may have been absent in statements.
- Questions prepared by committee staff alongside impromptu queries picking up on comments made by witnesses is generally seen as good practice.
- The advantages of committee hearings were emphasised in affording opportunities for robust questioning. They are considered an unprecedented opportunity to access government officials responsible for implementing policy.
- The delegates concluded that composing multi-part questions were effective in appropriately scrutinising witnesses.
- It was noted that for clerks during committee hearings, the presence of members asking short, sharp questions, demanding facts and figures helps with the recording of minutes.
- The importance of fostering collegiate working partnerships and the essence of having a candid relationship amongst committee members (both clerks and parliamentarians) was affirmed.

- Beyond the discussion on Committee hearings, Clerks denoted the security dangers created by the 21st century technology.
- Modern challenges to parliamentary security are predominantly technological threats. Clerks realise the fact that although every member of Parliament has been given an iPad to access documents, MPs still request hard copies.
- There is difficulty in encouraging behavioural change, particularly in transitioning from traditional technologies to modern ones.
- Furthermore, where there is limited internet resource, paper-based systems are necessary considering the different challenges faced across different Commonwealth countries.



## FEEDBACK FROM DELEGATES

Westminster Seminar delegates commented on the capacity development element of the programme, giving praise to its effectiveness. It was generally seen as a successful programme that participants found useful.

All delegates had said that the programme was relevant to their roles. Below is a breakdown of feedback given by delegates:-

→ Participants reported a 22.7% increase in their level of understanding between the start and the end of the seminar.

→ Quality of panellists 4.45 out of 5

→ Networking opportunities 4.34 out of 5

***"I can use different tools which can help me to do legislation and take my agenda ahead."***

***"It was good to compare and meet people from other Commonwealth countries and allow members to learn from each other."***

***"All the sessions have something good to take back home."***

***"As a result of the seminar I will make a statement on the floor and ask Ministerial questions."***



## CONCLUSION

The 2018 Westminster Seminar on Effective Parliaments lived up to its name as CPA UK's flagship capacity building programme. Increasingly, the seminar is becoming an opportunity for not just Commonwealth parliamentarians and Clerks to learn about Westminster, but an opportunity for UK members to learn about how effective parliaments are run across the Commonwealth and promoting cross-Commonwealth dialogue.

Despite the current political situation in Westminster which puts a heavy demand on the time of UK Members and Clerks we had nearly 40 UK Parliament contributors over the whole week. This highlights the importance UK officials place on this kind of exchange and we will do what we can do at CPA UK to strengthen this cross learning experience.

The visit to the Welsh Assembly gave participants an insight into a devolved legislature in the UK and put things into perspective from their own standpoints. We also had a more concentrated split programme taking on board feedback from colleagues to ensure content was more relevant and specific to Clerks.

As always we are always keen to strengthen this programme for the benefit of our participants from the Commonwealth and the UK and are working with past delegates to identify what works well for them and their colleagues. We will also be drawing on the advice from Westminster Seminar alumni to suggest ways in which we can ensure the network is active and people can stay in touch.



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