



centre for democratic institutions

## **Induction Program for Members of the 8<sup>th</sup> National Parliament of Papua New Guinea**

*Tuesday 14<sup>th</sup> – Thursday 16<sup>th</sup> August 2007  
Parliament House, Port Moresby*

*Prepared by Hon. Kevin Rozzoli*

### **The Project**

The Centre for Democratic Institutions (CDI) responds to the needs of developing countries in the field of good governance and democratic institutions. Its geographic focus is the Asia-Pacific region. It conducts a series of activities within the region to address these goals

This project involved facilitation and support services to the National Parliament of Papua New Guinea (PNG) in the conduct of an Induction Program for Members elected at the 2007 General Election, the writs for which were returned on 6<sup>th</sup> August.

The PNG National Parliament has existed for over forty years; however, all elections have been marked by a large turnover of Members. This has led to considerable instability within incumbent governments and prevented the growth of a culture in which experienced Members may pass on their knowledge and experience to newer Members.

Much of the reason for this lies in the lack of a strong party structure, a problem which has been addressed to some extent by the development of new electoral laws, including Limited Preferential Voting (LPV) in which electors cast votes for three candidates in order of preference. The aim is to encourage parties into coalition to form effective government and opposition. Despite these changes it was expected that the large turnover would continue at the 2007 election. The election turnover did fall from 80% in the previous election to 60%, but this is still very high.

The PNG National Parliament conducted its first Induction Program in 2002 without any outside support. CDI were approached to provide assistance following successful Induction Programs in Fiji and Solomon Islands in which it participated. CDI accepted the invitation and I was contracted to assist in facilitating the Program. The Clerk of the Parliament, Mr Don Pandan, appointed Acting Deputy Clerk, Mr Simon Ila, as the principal officer in charge of the program.

My experience and background is as a Member of the Legislative Assembly of New South Wales for thirty years and its Speaker for seven years. I am currently an Honorary Research Associate with University of Sydney's Department of Politics and Government and an Honorary Research Fellow with Monash University's Department of Management, Parliamentary Studies Unit. I am also National President, Australasian

Study of Parliament Group and the author of "Gavel to Gavel, An insider's view of parliament", published by UNSW Press in 2006 and numerous papers and articles on parliament and parliamentary processes.

### **The First Phase**

On 6<sup>th</sup> June 2007 I travelled to PNG with Mr Quinton Clements, Deputy Director of CDI, to assess needs and plan the broad outline of the program. During this visit we met with a significant number of stakeholders to discuss their potential contribution. Stakeholders included senior parliamentary officers, members of the United Nations Development Programme (UNDP) Parliamentary Support Project, and relevant agencies. The latter included the Ombudsman Commission, Registrar of Political Parties, National Research Institute, Electoral Commissioner, Auditor-General and Transparency International.

From these meetings I drew up a draft program which was submitted to further meetings of Parliamentary Service Division Heads and the UNDP Project team for comment, and if accepted to finalise details, including timeframes for presentation and the allocation of tasks and responsibilities. This included preparing scripts and materials which would then be forwarded to me for checking, confirming formal administrative details, issuing invitations, coordinating presenters, the production of a Parliamentary Handbook, a Parliamentary Services Manual, compiling other materials such as the Constitution, Parliamentary Standing Orders, organizing equipment, making security arrangements, attending to protocol and hospitality arrangements, briefing key participants and preparing a strategy for evaluation. We returned to Australia on 13<sup>th</sup> June.

### **The Second Phase**

Based on the information collected during the preliminary visit I then completed a provisional program, aimed at addressing the areas that had emerged as critical to informing new Members of their roles, responsibilities and obligations. The draft program was accepted by the Acting Deputy Clerk and apart from some small changes in detail remained the basis of the program.

Several themes were identified. Firstly, it became abundantly clear the stringent requirements of the PNG Constitution, Organic Laws and Leadership Code needed to be clearly articulated. Secondly, Members needed basic information and advice on parliamentary standing orders, practice and procedure. Thirdly, there was a compelling need to raise the status of the Parliamentary Service as a significant force in the conduct of the Parliament. Fourthly, there was a need to provide some advice on how Members should approach their electoral duties.

The underpinning principles of the Program were:

1. The Parliament is a sovereign institution under the Constitution and therefore independent of Government.
2. The Parliamentary Service is apolitical.
3. An effective Parliament is fundamental to the good management and well-being of the country.
4. The parliamentary institution, while based on the Westminster system, must be capable of reflecting these principles while taking into account local custom and the aspirations of the people.

Recognising these principles the Program was designed to deliver the following goals:

1. Advise Members of their rights, responsibilities and obligations arising from their election to Parliament.
2. Educate Members on the constitutional and legal framework established under the Constitution, Organic Law and Leadership Code.
3. Give an introduction to relevant practice and procedure as set down in the Standing Orders and established conventions of parliamentary practice.
4. Explain relevant matters relating to the administration of the Parliament.
5. Stress the need for integrity, accountability and transparency when dealing with parliamentary issues, particularly those relating to the expenditure of public monies.
6. Advise on the management of their role as representatives for both their local and national constituencies.

### **The Program**

Based on the above the Program was developed which included those features of the initial Induction which remained relevant while expanding it in the following ways.

1. The length of the program was extended from two days to three to allow the conduct of a mock Parliament session on the second day.
2. All sessions were themed so that earlier programs provided the foundation for later sessions.
3. Presentations on the Parliamentary Service were expanded to include the functions of the Parliamentary Counsel's Office, Inter-Parliamentary Relations, Information Support, the Committee Secretariat, and Security.
4. Additional advisory sessions to assist members in understanding their role included presentations from Dr Thomas Webster of the National Research Institute on its role and capacity to provide research support for the Parliament, from Mr Bernard Narokobi, a former Member and former Leader of the Opposition on the role of the Opposition, the President of the Media Council, Mr Oseah Philemon, on the media's role in reporting parliament, and a session on The Role of a Member, Managing Voter Expectations, presented by Dame Carol Kidu on the local experience and myself on the overseas experience.
5. Devoting the third day to accountability issues. This included some additional presenters, the Electoral Commission and the Auditor-General, to those involved in the 2002 Induction, the Ombudsman Commission and the Registrar of Political Parties.
6. The mock parliament took Members through all procedures that occur on a typical sitting day by explanation and role play.
7. To add stature to the proceedings the Governor-General was invited to deliver a keynote address and open proceedings.
8. Each day opened with prayers.
9. The Induction would be held in the Parliamentary Chamber.
10. Due to the expanded program presentations were carefully timed and the program adjusted appropriately.

### **The Third Phase**

Because the return of the Writs was delayed by a week the decision was made to go to PNG a week earlier than originally intended. This meant we would be able to attend the

Parliamentary meeting called to elect the Speaker and Prime Minister held on Monday 13<sup>th</sup> August, the day before the Induction.

Our first task was to establish a tight schedule for the completion of tasks. The Parliamentary Service willingly complied and their presentations were soon completed to the stage where rehearsals could be conducted and suggestions made on improvements to text and on delivery. Equipment was trialed and hard copy material compiled for distribution to participants. Over the next few days, together with Mr Clements, I met with all outside presenters to explain the direction and philosophy of the Program, check the length and content of presentations, ascertain their particular requirements, and settle the documentation they wanted distributed. The level of cooperation from this quarter was excellent. All presenters were enthusiastic, impressed with the Program and grateful for the opportunity to present. We also met with Dr Jacqui Babcock, Resident Coordinator of the UN System in Papua New Guinea and Resident Representative of the UNDP, and Mr Chris Moraitis, Australian High Commissioner, who were keen to talk about the Program.

Early preparation of material in formats such as Microsoft Publisher created difficulties in amending and editing. Given the printing deadlines for publication of material specific to the Program I recommend that in future all raw data and text material be first prepared as simple Word documents thus allowing easy transfer, amending and editing. This is particularly so for the material included the Parliamentary Handbook, a plain language explanation of parliamentary standing orders and procedures, the Parliamentary Service Manual which identified and described the functions of key Parliamentary Service personnel including photos and full contact details. A similar manual had been produced in 2002 so it seemed a simple task to revise that document to incorporate changes in personnel, phone and office details and administrative functions. Because of time limitations these could not be printed to the standard I would have liked. It is therefore recommended that these publications be further improved and submitted to an outside printer for publication in more convenient handbook form.

Other material to be provided by the Parliament included copies of the Constitution, Standing Orders and a copy of all Acts of Parliament relevant to the function and conduct of Members. After the Parliamentary Handbook and the Parliamentary Service Manual have been published encouragement could be given to the development of a range of comprehensive manuals of protocols and procedures.

All this material together with that prepared by outside presenters was supplied to Members in a specially provided bag together with a pen, notepads and a watch. Further material was added during the course of the Program. The material was referred to throughout the Program and many Members commented on their value as both immediate and future reference material.

Although the Parliament is administratively independent, with its own budget and staff it has become increasingly dominated by the forces of government to the extent that sitting times, parliamentary processes, and parliamentary activities and facilities outside the Chamber operate to meet the demands of government rather than those of the Parliament. A considerable amount of effort was therefore committed to empowering the Parliamentary Service in its role and raising the status of the Service in the eyes of Members.

## **The Fourth Phase**

Although the Induction started on Tuesday 14<sup>th</sup> August, the momentum commenced on Monday 13<sup>th</sup> with the swearing-in of Members and the election of the Speaker and Prime Minister. The Prime Minister, Sir Michael Somare, had drawn together a formidable coalition to form government, eighty six in total, leaving the balance to form a coalition Opposition of twenty two. The first evidence of this was in the election of Speaker in which the government nominee, Jeffery Nape, was elected by secret ballot by this number. After Speaker Nape was sworn in by the Governor-General as Speaker, the Parliament reassembled to elect the Prime Minister which was a formality with Members rising in their places to indicate their choice. Following congratulatory speeches and a response from the Prime Minister, during which he introduced his caretaker Cabinet, the Speaker announced details of the Induction Program. The Parliament adjourned until 18<sup>th</sup> September.

## **Day One**

While Members assembled they were entertained by traditional dancers. Members entered the Chamber and at precisely 9.30 am proceedings commenced with the arrival of His Excellency Grand Chief, Sir Paulias Matane GCL GCMG K. St.J, Governor-General, Prayers and an address of welcome from the Clerk. An impressive number of Members were in attendance and the Governor-General delivered a fine speech in which he addressed the challenges facing the new Parliament and commended the Induction Program as a significant event of great value to Members and so to the people of Papua New Guinea. Following his address Members joined the Governor-General at morning tea.

The Program commenced in earnest at 10.30 with introductory remarks by the Clerk and an overview of Chamber Services by Mr Simon Ila, Acting Deputy Clerk. I assisted Mr Ila in putting his presentation together. This was followed by a presentation on the Parliamentary Division by Mr Ila and Mr Podi Kohu, First Clerk Assistant, followed by the role of the Sergeant-at-Arms by the Sergeant-at-Arms, Mr Lalai Vali, Inter-Parliamentary Relations by Mr John Balagetuna, the Committee Secretariat by Mr Lawrence Daveona, Director of Committees and Mr Repe Rambe, Secretary to the Public Accounts Committee, and Hansard by Ms Sarufa Haro, Principal Reporter.

This was the first time most officers had presented in this way and the achievement of everyone was most commendable. I believe the section on Committees needs more attention given their potential significance as a working tool for Members. Given the proceedings were recorded I would recommend that these presentations be used as base documents for the next induction. If the text can be settled well in advance more time can be spent improving their physical delivery. Generally the overheads which were used to highlight presentations were of a satisfactory to high standard and all equipment functioned well.

I noted the time taken for each presentation and this will act as a guide for future inductions.

Each session finished with a period for questions. In most cases these periods ran overtime indicating the strong level of interest among Members. Although Question and Answer sessions are notoriously unpredictable I recommend more time be allocated in future.

Questions from the first session covered such matters as:

1. Could staff mentioned in presentations be in the Chamber so they can be identified?
2. Could a diagram of the parliament be supplied to assist members to find their way around?
3. Can more funding be made available for committees?
4. Can traveling allowances for overseas trips be provided in the currency of the country being visited?
5. Can a group photograph be taken of each Parliament?
6. Can ID cards be issued to Members?
7. Could better facilities be provided to Members in their electorates, they want to be performers not observers?
8. Could there be less committees but better resourced?
9. Can Members be supplied with a copy of the Parliamentary budget and later receive an account of expenditure against the budget?

Due to Questions going overtime the afternoon session commenced twenty minutes late. This session dealt with Advisory Services and included presentations from Parliamentary Counsel's Office, Information Support which included IT support as well as the Parliamentary Library, an address by Dr Thomas Webster from the National Research Institute on the Institute's capacity to assist parliamentary committees and Members with research, an address by a former Member and former Leader of the Opposition, Mr Bernard Narokobi on the Role of the Opposition and from Mr Oseah Philemon, President of the Media Council on The Media's Role in Reporting Parliamentary Matters.

The presentation from the Parliamentary Counsel's office ran overtime but created considerable interest. Members wanted to know details of the process for drafting and presenting bills. The presentation could have been enhanced by a PowerPoint presentation illustrating, for example, a properly drafted instruction from a Member for a bill, a soft copy of a bill, the bill revised by Parliamentary Counsel, and the way in which amendments to a bill may be drafted. I recommend this be taken into consideration for the next Induction.

Similarly the presentation on Information Support proved of great interest to Members and could be further developed. Nearly all Members saw computers as a valuable working tool.

Dr Thomas Webster's address on the work of the National Research Institute was very well received. Dr Webster was very careful to confine his remarks to an outline of national issues without commenting on government policy or its implementation.

Questions and comments at the end of this session included:

1. What resources are available to assist in the drafting of private member's bills?
2. Further detail of the services provided by NRI?
3. Services to help Members draft written proposals?
4. Access to the internet? Plans are apparently under way to address this.

5. Induction was useful to a Member who had been elected at a by-election during previous Parliament.
6. General questions about computer equipment, faxes etc.

It was obvious these sessions provided a useful opportunity for Members to ask a wide variety of questions. The period taken for questions did however cause the next session to run late. Question periods should be structured before lunch or at the end of the day to allow some flexibility, and out of courtesy to later presenters.

The final presenters for the day were also very well received. Mr Narokobi gave a valuable insight into the role of the opposition while Mr Philemon spoke about the role of the media, constructing press releases, holding press conferences, developing a good relationship with the media and providing contact numbers.

Questions related to truth in reporting, correcting misrepresentations, breach of privilege and how oppositions are treated by governments.

## **Day 2**

The mock parliament session was very successful. As well as new Members, continuing and former Members who had been re-elected commented on the value of the session. I suspect that given the dominance of the Executive in the Chamber backbench Members are not encouraged or given opportunity to use the forms of the House to advance their agenda. Members enjoyed and appreciated the excellent work done by First Clerk Assistant Mr Podi Kohu in scripting and guiding the procedures experienced in a typical day's sitting. His achievement in this regard was quite outstanding.

While the work of Mr Kohu, in scripting the day's proceedings must be greatly commended, I think, based on this experience, there is still room for further improvement. It was clear that no knowledge can be assumed on the part of Members and that therefore every step needs to be more fully scripted and those allocated roles better briefed. With so many new Members this is a difficult task and impossible in the tight schedule created by the late return of the writs. With such large numbers it is also hard to involve everyone but greater effort needs to be made to involve as many as possible. This could be done by repeating procedures such as asking questions without notice, moving motions and amendments, seeking the call on points of order and personal explanations, matters of public importance and grievance debates and the calling of divisions. Rather than introduce a number of government bills it may have been better to just present two and to have backbenchers moving more private members bills. Taking a point of order was not included and should be added to the list of procedures demonstrated. Other matters that could have had more explanation were:

1. The reason for requiring the Governor-General's message for money bills;
2. The procedures for No Confidence motions; and
3. The need to start punctually and to make full use of all debating time.

In future sessions for mock parliaments I recommend that more comprehensive demonstrations of procedures should be developed to supplement basic explanations. This situation is not peculiar to parliaments such as PNG. Most Australians would be equally lacking in their knowledge of meeting procedure and feel intimidated or

inadequate when called upon to use their own initiative to achieve a desired goal during a meeting.

The afternoon session on The Role of a Member – Managing Voter Expectations started twelve (12) minutes late and ran well over time. Thirty minutes had been allotted to this section, however, Dame Carol Kidu spoke for twenty four (24) minutes and I spoke for nineteen (19), forty three (43) minutes in total. This was followed by a question period lasting another forty three (43) minutes. This session was very well received as is evident from the questions. There was keen interest in many of the points raised by Dame Carol and myself. It was therefore a very valuable element of the Induction but needs to be delivered by very experienced practitioners who can inspire Members in the right way. Care needs to be taken in the selection of speakers if this segment is to be successful.

The final session was devoted to Members Support including, an overview of Finance and Administration, Members Salaries and Entitlements and the Members Retirement Fund. This led to many questions that should have been answered previously by the Parliamentary Service, such as, does the Parliament have the money to pay salaries and entitlements, how are salaries paid – for example, by cheque or direct transfer to bank account, and many other related questions.

### **Day 3**

Proceedings got under way with an outstanding presentation by the Chief Ombudsman, Mr Ila Geno and his officers. Part of the presentation related to the lodging of Annual Statements, the first of which is due within three (3) months of the return of the writs. The provisions are quite stringent. The Statements establish a detailed profile of each Member. Question Time again attracted many interesting questions and comments. There were many refreshing comments about the need for MPs to take the responsibility for raising standards.

The program wound up with presentations from the Registrar of Political Parties, Transparency International and an excellent address by the Auditor-General.

Shortly after the conclusion of the program the Opposition announced a change of leadership with Sir Mekere Morauta becoming the new leader replacing Sir Julius Chan.

### **Summary**

By most measures the Induction Program was an outstanding success. The Program covered many issues of direct relevance to both new and continuing Members as was evinced by the high attendance. The Parliamentary Service and outside presenters enthusiastically cooperated and there was general agreement that the underlying principles were sound and of practical value.

The PNG Parliament is the largest and most significant in the Pacific region. It has the capacity to build on this program through a series of ongoing training seminars that will establish a benchmark of excellence for other Parliaments in the Region.

This will not happen, however, without application, considerable effort and a commitment of resources. The Program represents a sound model for future Inductions, not only in PNG but in other Pacific and South East Asian jurisdictions. There is no doubt, however,

that improvements can be made. Considerable thought needs to be given to the lessons learned from this exercise and improvements and in the end variations should only be made against a sound background knowledge of the Standing Orders and procedures of the relevant Parliament in which the model may be used. This means, desirably, an earlier starting date in the parliamentary cycle for development of a program. Consideration should also be given to the use of continuing members in the roles of Prime Minister and Ministers. While the conduct of the induction immediately after the election of the Speaker and Prime Minister in Papua New Guinea had advantages it also had some disadvantages. Attention needs to be given to the nature and requirements of individual jurisdictions with more linking explanation to make the purpose of the procedures clearer.

The level of competency of parliamentary officials to carry out the tasks required by an induction program will vary greatly between jurisdictions because of the history of each Parliament, its size and custom, but if good working models can be developed then Parliaments using the model stand to benefit.

During the lead up to the Program and into its delivery there was a continuing need for the facilitators to be able to rise to the occasion for whatever was required, advice, assisting with the preparation of presentations, providing guidance and leadership, team building, writing speeches. It was my philosophy that as far as humanly possible every aspect of the induction should be of the highest quality and that the team be encouraged at all times to meet the highest goals.

In PNG most officers tended, initially, not to be pro-active although there were some outstanding exceptions. While the knowledge of parliamentary officers is often good I think we who are accustomed to the orderly conduct of Australian Parliaments have an unreasonable expectation of their confidence and capacity to project that knowledge publicly.

Two dramatic measures of the success of the Program were the attendance and the success of the various question times.

Attendance over the three days was:

Day 1	92
Day 2	86
Day 3	73

It is estimated that of the 108 elected members able to attend 100 attended at least some part of the Program including the Prime Minister, Sir Michael Somare, and the Leader of the Opposition, Sir Julius Chan.

As indicated in the body of this report all question periods exceeded the time allotted, some quite significantly.

### **Acknowledgements**

I wish to thank CDI for the opportunity to participate in this most worthwhile exercise. I wish to also express my sincere gratitude to Mr Clements for his advice, support and encouragement. Mr Clements is highly experienced in the PNG scene and his assistance proved invaluable.

I would like to thank the many Parliamentary Officers who cooperated so readily, particularly the Clerk, Don Pandan, the Acting Deputy Clerk, Simon Ila, Podi Kohu, Elasallah Matatier, Lalai Vali and John Balagetuna. The team spirit generated as the Program went on was indeed gratifying.

To the many others who contributed, too many by far to mention individually, my sincere appreciation of their efforts.

### **Summary of Recommendations**

1. That for any future program all raw data and text material be first prepared as Word documents thus allowing easy transfer, amending and editing.
2. That the Parliamentary Handbook and Parliamentary Service Manual be used as models in future induction programs and that these be initially prepared by the facilitator on information provided by the relevant Parliament.
3. That the Parliamentary Handbook be further edited and amended and sent to external printers for typesetting and production.
4. That the Parliamentary Service manual be further checked and submitted to a commercial printer for publication in more convenient handbook form.
5. That in future the whole of the Induction Program be held in the Chamber and that a resolution allowing this to happen, including the admission of "strangers" to the Chamber be formally presented to the outgoing Parliament if this is necessary.
6. That the recorded presentations by officers of the Parliamentary Service are used as base documents for the next induction and that further work is done to improve them.
7. That given the importance of committee work this section be developed further and given a more prominent place.
8. That more time be devoted to the session on the role of members.
9. That more time be allocated to Questions at the end of each session, and that they occur preferably before lunch and at the end of the day.
10. That the Parliamentary Counsel's presentation be enhanced by a powerpoint presentation illustrating the stages of preparing a bill, for example, a properly drafted instruction from a Member for a bill, a soft copy of a bill, the bill revised by Parliamentary Counsel, the way in which amendments to a bill may be drafted and that hard copies be made available to Members.
11. That, given the emerging significance of computerization, the presentation on Information Support is further developed to reflect this.
12. That the address from the National Research Institute be expanded to the originally planned format, that is, on the first day, with the role of the NRI perhaps following the section on Committees, and on the second day, an overview of national issues.
13. That scripted demonstrations of the use of meeting procedure be developed to supplement the basic explanation of parliamentary standing orders.
14. That a set of model rules and templates for further Inductions be prepared which may be amended as required for use in other jurisdictions.
15. That further training seminars be conducted throughout the life of the Parliament.