



The Centre for Democratic Institutions

AUSTRALIAN PARLIAMENTARY SECRETARIAT STUDY TOUR TO THE DPR JAKARTA, 30 APRIL - 7 MAY 2002

Background

In 1999 CDI commissioned a study on the institutional needs of the Indonesian Parliament, the Dewan Perwakilan Rakyat (DPR). The transition through which Indonesia was passing placed new emphasis on the role of the DPR. Accordingly in planning the Indonesia-Australia Parliamentary Cooperation Program, CDI sought to assess the new needs of the DPR and provide a framework for assistance.

The needs analysis report recommended that CDI support the DPR Secretariat including by focusing on the Information and Research Service (PPPI). CDI developed a program of exchanges between the DPR and the Australian Commonwealth Parliament. To date these exchanges have involved English language training for select DPR staff in anticipation of three series of work placements in the Commonwealth Parliament, undertaken in 1999 and 2000.

As part of the program of exchanges a senior delegation from the Australian parliament visited the DPR in May 2002. The group comprised:

Mr Ian Harris	Clerk of the House of Representatives, Parliament of Australia
Ms June Verrier	Head, Parliamentary Information and Research Service, Parliament of Australia
Mr Chris Paterson	Director, International Parliamentary Relations Office, Parliament of Australia
Mr Geoff Clarke	Head, Parliamentary Education Office, Parliament of Australia
Mr Pierre Huetter	Executive Officer, Centre for Democratic Institutions

Challenges for the DPR

The DPR is facing many challenges in its new role as the cornerstone of a nascent Indonesian democracy. As an institution the executive dominated it during the Suharto regime and the DPR must now speedily develop representative, legislative and oversight capabilities.

At the same time it must also face a challenge it has in common with all other Indonesian government institutions. It must function burdened by chronically low pay levels, widespread corruption, lack of merit principles in promotion processes and poor general resourcing.

With these issues in mind the following aims for the program were established.

Aims of the visit

The broad purposes of the visit were to:

- Observe the workings of the Secretariat
- Assist the Secretariat as appropriate with ideas and skills
- Assess how best the Australian Parliament can assist the DPR in future
- Invite counterparts to visit the Australian Parliament

Specific tasks undertaken by the Australian team:

- Meet counterparts and identify their key tasks
- Follow up on DPR Secretariat members who have previously visited the Australian Parliament
- Hold workshops on issues of interest to the hosts
- Discuss possible areas of future assistance
- Recommend a modest program of future assistance
- Discuss content and timing of a reciprocal visit by Indonesian counterparts

The visit

The DPR Secretariat prepared a program which involved many staff from different areas within the DPR. Although not always clearly focused on specific exchanges, the meetings did provide several good opportunities for quality exchanges. These included follow up discussions with DPR staff who had been involved in training at the Commonwealth parliament in Australia.

The outcome of the visit was to allow the delegation to identify:

- several key work areas in the DPR in need of improvement
- how future cooperation in this program should proceed

General Findings

There appears to be two streams of staff within the DPR. There is the newer breed of educated staffers who find the idea of working in this particular institution rewarding. They have come to work at the DPR at end of the New Order era or since its fall. Apart from their youth and education they are characterized by their desire to learn about the processes of parliamentary democracy, and their ambition for the institution in the new political landscape of Indonesia.

The other stream tends to comprise an older style of staff. They tend to have worked their way up in the DPR under the New Order regime. They are characterized by being less enthusiastic about change and reform and seem generally less ambitious for the institution.

The differing characterizations were brought into relief through the conduct of meetings. The meeting with senior staff were very formal and structured. The meetings with junior staff were animated and productive.

This revealed among other things the tension between the old and new DPR, and the old and new Indonesia. The old rigid structures obviously served the New Order well.

Whereas the new DPR needs to serve profoundly different ends. This tension between old and new was epitomized in the chasm between the older and the younger staff. There were several exceptions to this. Several key senior staff appeared focused on tackling the complexity of the parliament's new role and were committed to developing it.

There was also a problem with the objectives of the DPR. The exchanges in the program to date have highlighted that there is no clear sense of mission in the leadership of the DPR. There is a sense of purpose but a clear set of goals, around which to organize the parliament's activities, is lacking.

The DPR is well resourced. Its staff numbered about 1400 which is high by regional standards. The DPR complex accommodates staff and members quite well. The quality of the staff also is generally quite high. Exceptions are discussed below.

Overall the delegation's assessment of the DPR secretariat is that it has several strengths and weaknesses, and substantial potential. To capitalize on the strengths and fulfill its potential the DPR secretariat needs to develop its leaders, and its leaders need to develop the institution's role within the democratic process.

Within the organization, a key issue is resource use. The reasonable human and financial resource base seems unable to cater to the new needs of the parliament, suggesting their less than perfect utilization. Critically addressing the strategic priorities of the secretariat's work would assist greatly in the process.

Problem areas

1. The Library

The library uses its resources unproductively. Though relatively well stocked, it provides no direct value adding to the parliament. Its main difficulty is its lack of strategic positioning within all of the parliament's services. Without a vision for the DPR and a broad framework for utilizing resources to achieve the vision, the library appears unable to utilize its resources, human and information, well.

2. The Research Service (PPPI)

The PPPI appears to have a very able group of staffers. It also has an unusually large set of tasks to cover, including: circulating news clippings to MPs, drafting legislation, assisting the parliamentary committees with expertise, writing speeches and preparing briefing papers for members and for publication. Having the PPPI responsible for these tasks is not in and of itself a bad thing. Having the PPPI this busy, while staff and resources in the library for example lie idle, is undesirable.

This problem also manifests itself in various middle management jobs which are not necessary or fully utilized. These positions are also rotated yearly. This can create problems of lack of continuity, lack of merit in those holding the positions, culminating in poor use of the resources.

3. Hansard

There is no formalized Hansard system in place. The chamber does not have meetings comparable to the sittings of the Australian House of Representatives or Senate. Discussions take place in the committees and the committee staff are responsible for the records. Audio recordings are made but not automatically transcribed. As DPR committees become more active the growing burden of keeping records is being born by different sections in the Secretariat rather than a specialized group.

The effect is a lack of continuity and effectiveness stemming from the lack of historical reference on decisions and discussions. The lack of effective Hansard also diminishes accountability. Parliamentarians cannot be held to their words.

4. Evaluation/ client feedback

There appeared to be very little communication between the Secretariat and their clients, the members of parliament. It appears this is a hangover from the New Order when the parliament had a much less important role. While the relationship between the two groups is a sensitive one, it is a vital one to ensure that services for the changing needs of parliament are delivered.

Systems which develop the relationship between members and parliamentary staff are urgently need, and would provide a good platform on which to build an strategy for managing the secretariat.

5. Strategic priorities

As mentioned, the DPR secretariat would probably benefit from some use of the strategic statements; mission statement, strategic plan, business plan or charter of responsibilities. Creating such documents would assist the management better utilize the 1415 staff and deploy resources more effectively. A comprehensive structural appraisal would no doubt strengthen the capacity of the institution.

The DPR's response to the visit

The final review and wrap-up of the visit involved several very senior secretariat staff including the Secretary-General, two Assistant Secretaries-General and two bureau heads. The many hours of formal and informal contact over the visit had built enough trust and understanding to allow a very frank and productive exchange of ideas at the visit's conclusion.

Discussed at length were the strengths and weaknesses of the DPR secretariat, as viewed by DPR staff and the delegation.

Suggestions for steps to assist the DPR through cooperation were made and both parties agreed on the following cooperation priorities for the future:

1. English-for-parliamentary-staff courses

The Secretary-General made a strong appeal for CDI to continue English language training for DPR staff, and to expand it to include conversational language courses for senior DPR staff. The language training serves two roles: facilitating better knowledge exchange through reciprocal visits and interaction, and helping DPR staff

with accessibility to international legislative and parliamentary information (predominantly in English).

CDI committed to continue language course until their review in mid 2003. CDI will also investigate getting an Australian Volunteers International volunteer to work at the DPR (see 6 below).

2. Skills training through parliamentary course

CDI was able to respond to stated DPR needs for further skills training of junior to mid-level staff, through the September 2002 CDI course for parliamentary officials. The course will be run by CDI and the Graduate School of Public Policy at the ANU. It will be a three week intensive course covering all aspects of parliamentary work.

CDI will sponsor six DPR staff to attend the course.

3. Study visit by senior staff

Building on the activities to date and the perceived need for strategic direction for the DPR, CDI with the Commonwealth Parliament will facilitate a return visit for the DPR leadership. The visit, which should take place early in 2003, will allow senior DPR staff to have a broad overview of all aspects of the Australian parliament in session. The Commonwealth Parliament will also accommodate specific needs of the delegation through programming special tailored sessions for delegation members' needs.

4. Parliamentary research service conference

To further enhance the Research Service Office's capabilities June Verrier, Head Parliamentary Research Service, is pursuing funding from AusAID's International Seminar Support Scheme for one DPR research service officer to attend this year's International Federation of Library Associations and Institution's conference.

5. Volunteer

CDI has started discussions with the DPR, AVI and others about creating a volunteer position at the DPR. We envisage a one or two year term in which the volunteer would build a program of assistance to the DPR. English training of different types for different levels would predominate. Other work would also be done as the need arises.

The DPR is currently developing arrangements for the position.

6. Support for study by Dr Stephen Sherlock

Dr Stephen Sherlock of the Commonwealth Parliamentary Research Service was commissioned by CDI in 1999 to undertake the needs assessment of the DPR. Following the success of the visit to the DPR and the growing cooperation between the Indonesian and Australian parliaments, Dr Sherlock will conduct further research on the work of the DPR.

Conclusions

The visit to the DPR has contributed significantly to the Indonesia-Australia Parliamentary Exchange Program. It has built on the earlier visits of DPR staff to Australia, and created strong personal relationships between several parliamentary staff in both Australia and Indonesia. These links will be further developed in activities planned on the back of the visit.

The initial scoping study and subsequent activities have also created an opportunity for a research project on the parliament, which will be useful to various Australian institutions, Australian scholarship on Indonesia and no doubt the DPR itself.

Program

Tuesday, 30 April

- 0900-0930 Welcome by the Secretary General
0930-1030 Presentation on DPR
Powerpoint presentation
Question and answer session
1030-1200 Tour of DPR campus and buildings

Wednesday, 01 May

- 0900-1000 Meet with P3I officials who visited Australia in 2000
1000-1130 Group 1: Meeting with Bureau of committees
Group 2: Meeting with bureau of public relations and law

Thursday, 2 May

- 0930-1130 Group 1: Meeting with Bureau of Inter-parliamentary Relations
Group 2: Meeting with Bureau of Research and Information Services
1230-1400 Meeting with Assistant Secretaries General

Friday, 3 May

- 0900-1100 Presentation Mr. Ian Harris on the Legislative Process in the Commonwealth Parliament
1100-1200 Call on Mr Sabam Sirait, MP

Monday, 6 May

- 0930-1100 Presentation by Dr. June Verrier
1100-1130 Question and answer session
1130-1230 Farewell lunch for Mr Ian Harris hosted by the Secretary General

Tuesday, 7 May

- 0930-1030 Closing Session with Secretary General
1030-1100 Farewell lunch hosted by Ibu Darsini

List of Participants

Tuesday, 30 April

Introductory Session

Faizal Djamal	m	Deputy Secretary General
IGA Darsini	f	Assistant to Secretary General
Setyanto priambodo	m	Secretary of the Deputy Secretary General
Endah Retnoastuti	f	Inter-Parliamentary Office

Presentation on DPR

Faisal Djamal	m	Deputy Secretary General
Nugroho	m	Assistant to Secretary General
Inosensius	m	Researcher
Subijanto Sudardjo	m	Head Bureau of Committees
Riyado Sumanjuntak	m	Head Bureau of Law & Public Relation
Dewi Barlianana	f	Head of training section
Winantuningtyas	f	Head Bureau of Planning & Supervision
Orestis Palinggi	f	Acting Head Bureau of Inter-parliamentary
Gultom	m	Head Bureau of General Affairs
Toip Heryanto	m	Head Bureau Research and Information Services (P3I)
M. Farouk	m	Head Bureau of Finance
Soegito	m	Head Bureau of Administration
Maya Damayanti	f	Librarian
Tatang Sutharsa	m	Inter-Parliamentary Office
Djazuli	m	Public Relations Office

Wednesday, 01 May

Meet with P3I officials who visited Australia in 2000

Novianto	m	Bureau Research and Information Services
Inonsensius	m	Researcher
Adirini	f	Researcher
Sali Susiana	f	Researcher
Dharmadi	m	Bureau Research and Information Services
Widya Chalid	m	Researcher
Solecha	f	Researcher
Maya Damayanti	f	Bureau Research and Information Services

Meeting with Bureau of committees

Subijanto Sudardjo	m	Head Bureau of Committees
Suwanto	m	Committee Head Section
Siti Kaemi	f	Committee Head Section
Suroso	m	Committee Head Section
Anita Sukardjo	f	Committee Head Section
Bambang Satmoko	m	Committee Head Section
Iskandar Basir	m	Committee Head Section
Setyanto Nugraha	m	Committee Head Section
Furconny	f	Committee Head Section
Anita Aryati	f	Committee Head Section

Meeting with bureau of public relations and law

Riado Sumanjuntak	m	Head Bureau of Law & Public Relation
Endang Paryono	m	Public Relations
Rusnianingsih	f	Law
Tri Budi Utami	f	Publications
Rudi Rochmansyah	m	Law

Achmad Prasetyo	m	Protocol
Sumartono	m	Protocol
Djazuli	m	Public Relations

Thursday, 2 May

Meeting with bureau of inter-parliamentary

Orestis Palinggi	f	Acting Head Bureau of Inter-parliamentary
Tatang Sutharsa	m	Head of Section, Inter-parliamentary Organizations
Syaiful Islam	m	Regional Organizatins
Robert Purba	m	Inter-parliamentary Organizations
Endah Retnoastuti	f	Inter-parliamentary Organizations
Suprihartini	f	Bilateral Section
A Zahir	m	Regional Section
Liber S	m	Bilateral Section
Mitra Anindya	f	Regional Section

Meeting with P3I Officials

Toip Heryanto	m	Head Bureau of Research and Information Services (P3I)
Tanti Sumartini	f	Bureau Research and Information Services
Adirini	f	Bureau Research and Information Services
Sali Susiana	m	Bureau Research and Information Services
Suhartono	m	Researcher
Partogi Nainggolan	m	Bureau Research and Information Services
Inosensius	m	Researcher
Humphrey Wangke	m	Bureau Research and Information Services
Novioanto	m	Bureau Research and Information Services
Sri Hartini	f	Bureau Research and Information Services
Dian Cahyaningrumn	f	Bureau Research and Information Services
Lydia	f	Bureau Research and Information Services
Indra Pahlevi	m	Bureau Research and Information Services
Aminuddin	m	Bureau Research and Information Services
Nur Solecha	f	Bureau Research and Information Services
Yulia indahri	f	Bureau Research and Information Services
Widya Chalid	m	Bureau Research and Information Services
Maya Damayanti	f	Bureau Research and Information Services

Meeting with assistants secretary general

IGA Darsini	f	Assistant to Secretary General
Nugroho	m	Assistant to Secretary General
Achmad Djuned	m	Senior Official in Legislation Section
Mahliar	f	Senior Official in Legislation Section
Johnson Rajakguguk	m	Senior Official in Legislation Section
Setyarini	f	Senior Official in Public Complaints Section
Riyanto	m	Senior Official in Public Complaints Section
Saiful	m	Senior Official in Public Complaints Section
Rudi	m	Senior Official in Public Complaints Section

Friday, 3 May

Presentation of Mr. Ian Harris

Faisal Djamal	m	Deputy Secretary General
IGA Darsini	f	Assistant to Secretary General
Nugroho	m	Assistant to Secretary General
Setyarini	f	Assistant to Assistant to Secretary General

Toip Heriyanto	m	Head of Research and Information Services
Tanti	f	Head Section of Information
Inosensius	m	Researcher
Adini	f	Researcher
Nukila	f	Researcher
Achmad Djuned	m	Senior Official in Legislation Section
Mahliar	f	Senior Official in Legislation Section
Johnson Rajakguguk	m	Senior Official in Legislation Section
Setiarini	f	Senior Official in Public Complaints Section
Riyanto	m	Senior Official in Public Complaints Section
Syaiful	m	Senior Official in Public Complaints Section
Bambang Rudiyanto	m	
Nurani Bodroini	f	
Achmad Prasetyo	m	

Call on Mr Sabam Sirait, MP

IGA Darsini	f	Assistant to Secretary General
Inosensius	m	Researcher

Monday, 6 May

Presentation of Dr. June Vierrer

Nugroho	m	Assistant to Secretary General
Subijanto Sudarjo	m	Head Bureau of Committees
Soegito Wirjoatmodjo	m	Head Bureau of Personnel
Toip Heriyanto	m	Head Bureau of Research & Information Services
Winantuningtyastiti	f	Head Bureau of Planning and Controlling
Riado Simandjuntak	m	Head Bureau of Public Relations and Law
Nining Indra Saleh	f	Head Bureau of Leadership
Muhammad Farouk	m	Head Bureau of Finance
Dewi Berliana	f	Head Section of Education and Training
Munawir	m	Head Section of Personnel
Suratno	m	Head Sub-section of Training Organizer
Sumbodo	m	Head Sub-Section of Program Arrangement
Mochtar Effendi	m	Head Section of Organization and Procedures
Titi Sri Renani	f	Head Sub-Section of Procedures
Unita Siregar	f	Head Section of General administration Control
Urip Soedjarwono	m	Head Section of Administration of the House Membership
Sartono	m	Head Bureau of Building Maintenance
Tri Udiartiningrum	f	Head Sub-section of Formation & Mutation
Hendarman	m	Head Section of Archive and Duplication
Lili Trisnaningsih	f	Head Sub-Section of Archive
Damami	m	Head of Faction Secretariat
Sucipto Santoso	m	Head of PDI-P Faction Secretariat
Anak Agung Anom Semara	f	Head of Golkar Faction Secretariat

Tuesday, 7 May

Closing Session with Secretary General

Nurhajati Daud	f	Secretary General
IGA Darsini	f	Assistant to Secretary General
Nugroho	m	Assistant to Secretary General
Toip Heryanto	m	Head Bureau P3I
Subijanto Sudardjo	m	Head Bureau of Committees
Endah Retnoastuti	f	Inter-Parliamentary Office