



**The Centre for Democratic Institutions**

**Indonesian Parliament studies Parliamentary Reform Processes and Hansard Practices  
Adelaide, Canberra and Melbourne March 2004**

A delegation of five senior officials from the Indonesian parliament (DPR), headed by the Secretary General of the DPR, conducted a study tour in Australia from 22-31 March. The study tour focused on parliamentary reform processes and on Hansard practices in the Federal Parliament in Canberra and the parliaments of South Australia and Victoria. The delegation comprised:

Mrs. Sitti Nurhajati Daud	Secretary General of the DPR
Mr. Toip Heriyanto	Chief of the Bureau of Research Unit
Mrs. Nurani Bodroini	Head of the House Steering Committee
Mr. H. Munawir	Head of General Services
Mrs. Laksmi Widyastuti	Head of Health Services

**Background**

The study tour is part of a continuing program of cooperation between the DPR and CDI which began in 1999. The program aims to strengthen the DPR Secretariat through exchange visits between senior officials of the DPR and Australia's Federal Parliament. Following discussions in October 2003 between Mrs. Gusti Ayu Darsini, Assistant to the Secretary General of the DPR, Mr. Chris Paterson, Director, International Parliamentary Relations Office in the Federal Parliament and Mr. Roland Rich, the Director of CDI, the DPR requested information on Hansard practices and expressed an interest in learning about parliamentary reform processes in Australia. These discussions paved the way for the study tour focusing on these issues in the Federal Parliament and the parliaments of Victoria and South Australia.

With the parliamentary elections being held in April and July this year, 2004 will be a significant year for Indonesia. In July the President will be directly elected by the population for the first time. This election will also be the first time that the military will not have representation in the parliament. Furthermore, Indonesia will be testing its democracy under new rules and structures established under a law passed by the DPR in July 2003. The Law on the Structure and Composition of the MPR, DPR, DPD and DPRD has altered the character of the MPR chamber and created a new chamber to represent the provinces (for an outline of the recent changes see: [http://www.accessdemocracy.org/library/1621\\_id\\_lawstructurePDF.pdf](http://www.accessdemocracy.org/library/1621_id_lawstructurePDF.pdf)). The DPR is likely to be affected by these reforms and needed to arm itself with some ideas on managing reform processes.

**Project Outline and Objectives**

The study tour in March focused on the following areas:

- Parliamentary reform and strategies for pushing reform through the system;

- Hansard practices with a view to assessing the possibilities of developing a Hansard system appropriate to the DPR;
- Support provided by the Secretariat to parliamentarians;
- The role of parliamentary committees and the secretariat support they receive.

From 22-24 March, the delegation conducted a three-day program with the Parliament of South Australia in Adelaide focusing on the debate surrounding parliamentary reform, the roles and responsibilities of parliamentary committees and the administrative structures within parliament. On 25 and 26 March, the delegation spent time at the Federal Parliament in Canberra. The program in Canberra complimented what was learned and experienced in Adelaide with a stronger focus on Hansard practices, broadcasting of parliament and the research and information services provided to parliamentarians. Finally, a two-day program was conducted in Melbourne with the Parliament of Victoria on 29 and 30 March. The program in Melbourne focused on reform of the Upper House, IT services, Hansard practices and security.

### **The Parliament of South Australia**

With a history of significant ‘firsts’ for parliamentary and electoral reforms, South Australia was an interesting model for studying reform. South Australia was the first state in Australia to extend parliamentary franchise to women in 1894, the first state to hold the secret ballot and saw the first female political candidate in Australia, Catherine Spence (1825-1910), run for parliament. South Australia was also the first Australian state to make discrimination based on sex or marital status in employment, education, accommodation and the provision of goods and services unlawful under the *Sex Discrimination Act 1975* and in 1991 was the first Australian state to make discrimination based on age unlawful.

In recent years there has been a push for constitutional reform in the parliament, much of which has been driven by the Hon. Mr Peter Lewis MP, Speaker of the House of Assembly. In August 2003, a Constitutional Convention took place to consider constitutional and parliamentary reforms (see <http://www.constitutionalconvention.sa.gov.au/main.php>). A Constitutional Convention Parliamentary Steering Committee was formed to direct this process. To this point there has not been much political or popular support for the suggested reforms however it has stimulated much debate within the parliament and the concluding report from the Constitutional Convention is now before parliament. The delegation met with Mr Lewis and discussed the Constitutional Convention and future prospects for the reform process. Amongst his proposals to parliament, Mr Lewis recommended that the number of parliamentary sitting days be increased and the number of Members in the South Australian Parliament be decreased. Mr Lewis has also argued for the Ministers to be taken out of the Legislative Council as a means to keep that chamber as a means to keep government accountable to parliament.

Discussions about reform and the Constitutional Convention were also held with the Hon. Michael Atkinson MP, Attorney-General, Mr John Rau MP, Member for Enfield, the Hon Robert Lawson MLC, Shadow Attorney-General and the Hon Dean Brown MP, Deputy Leader of the Opposition. The delegation also benefited from a meeting with Ass. Prof. Clem Macintyre of the University of Adelaide who is the advisor to the Constitutional Convention. Prof. Macintyre provided a historical background to reform in South Australia and the establishment of the Constitutional Convention. Discussions provided insight into the government, opposition and academic perspectives on debates surrounding reform and the importance of a strong opposition which, through challenging and questioning the government, helps to build a robust parliament.

Mr Paul Collett, Deputy Clerk of the House of Assembly provided an overview of the structure of the South Australian parliament and information on the structure and functioning of the various

departments. Mr Collett also outlined the process for passing legislation. The delegation was interested to learn about the level of public and media involvement and access during various parliamentary proceedings.

Mr. Malcolm Lehman, Deputy Clerk of the House of Assembly, spoke about the structure, administration and practices of the parliament. The delegation was interested to learn about time frames for passing legislation and the budget. The delegation was particularly impressed with the speed and efficiency of passing legislation and believed that the discipline within the parliament made these parliamentary processes effective. The structure of parliament was relevant to discussions about reform as it enabled the delegation to contextualise reform. Mrs Pauline Thompson, Manager of Support Services, provided detailed information about the range of support services provided to parliamentarians from travel allowances to accommodation.

The program included a session on committees. Mr Philip Frensham, Deputy Clerk and Secretary to the Environment, Resources and Development Committee provided a comprehensive overview of the roles and responsibilities of committees and the secretariat support they receive. The delegation sat in on a hearing where staff from the Ongaparinga Catchment Management Board appeared before the Standing Committee on Economics and Finance regarding water taxes. The delegation met with committee members from the Public Works Committee and received a briefing on their role, responsibilities and the current issues of concern.

The delegation also viewed question time in the House of Assembly and in the Legislative Council. Question time provides an opportunity for the government to demonstrate the positive work it is doing while the opposition scrutinises the government and aims to expose weaknesses in the government's conduct. Viewing Australia's 'democracy in action' is an interesting process for the DPR because their debate relating to bills and government conduct takes place in committees. The public is able to sit in on committee meetings however no rigorous scrutiny of the government's conduct takes place.

The delegation visited Adelaide's Electoral Education Centre and learned how the Electoral Centre prepares for state and Federal elections. Given the 2004 Indonesian elections, the Secretary General of the DPR questioned the Electoral Centre on preparations for a Federal election including the distribution of ballot papers, finance matters and time frames for registering political parties prior to an election. During their stay in Adelaide the delegation also visited Adelaide's Bay Discovery Centre and Tandanya, an aboriginal arts and cultural centre, gaining insight into the political, social and cultural history of South Australia.

### **The Federal Parliament**

In February this year, the Federal Parliament re-structured its departments and created the Department of Parliamentary Services (DPS) comprising three former departments: the Department of Parliamentary Services, Department of the Parliamentary Reporting Staff and the Joint House Department. The delegation was interested in the new roles and responsibilities of each department and how the DPS would service the Department of the Senate and the Department of the House of Representatives. As well as discussing recent departmental changes, the Canberra program focused on Hansard, research services, broadcasting and IT within the parliament.

The delegation met with Mr Ian Harris, Clerk of the House of Representatives and President of the Association of Secretaries-General of Parliaments, the international organisation of parliamentary clerks. Discussions focused on comparisons of the Federal and Indonesian parliaments, in particular their processes for passing legislation in parliament. As with the

Parliament of South Australia, the Secretary General was impressed with the speed and efficiency with which legislation was passed in the Federal Parliament. In the DPR's committee meetings, there is no time limit for each member to speak during a debate on legislation and this prolongs the process of passing legislation. The Secretary General was interested in information on the proportion of bills initiated by the government and the percentage passed into law. The Secretary General also noted the effectiveness of security services at restricting the media and public to certain areas within the parliament. There are concerns within the DPR about the inability of security services to restrict public and media access within the parliament.

In a meeting with the delegation, Dr June Verrier, Head of the Research and Information Services and Ms Nola Adcock from the Parliamentary Library stressed the importance of the Library's role as an independent body that supporting the parliament as a whole, rather than simply for the government. The delegation received an outline of the library's support services provided to parliamentarians, the structure of the library and the roles, responsibilities and qualifications of a librarian and a researcher. The Secretary General of the DPR was interested to learn about the library's role in the process of drafting bills. Mr. Toip Heriyanto, Chief of the Bureau of Research Unit, valued the opportunity to discuss areas of common interest and concern with his counterparts in the Federal Parliament.

Mr Vlodek Skiba, Assistant Director of Broadcasting, provided a tour of the television rooms, camera control rooms and production control rooms. Mr Skiba outlined the process of recording parliamentary proceedings, the roles and responsibilities of the staff and the broadcasting services provided to parliamentarians. Mr Sean Daly, Senior Editor, provided a comprehensive overview of Hansard complimenting the session conducted at the Parliament of South Australia. The delegation was able to practice using the various Hansard systems and gained an understanding of the Hansard process during question time. The delegation sat in on a committee hearing by the Joint Standing Committee on Foreign Affairs, Defence and Trade and viewed the drafting process of a Hansard document before it is made official. The delegation viewed question time in the House of Representatives and was interested to learn about the layout of the chamber and where the various staff were located and the public access areas.

Mr Kevin Indran, Senior Project Officer of the Technical Services Group delivered a presentation on webcasting within the parliament. The delegation learned about the internet and intranet services within the parliament and the important role webcasting plays in promoting openness and accountability of parliamentary proceedings. The delegation also visited the Client Liaison Service where Mr Sean Smith, Client Liaison Officer, showed how the help desk functions and the service it provides to members and staff. Due to the interest shown by the DPR delegation in security within the parliament, the delegation held discussions with security staff who outlined the screening procedures, surveillance and identity control system used by the parliament.

### **The Parliament of Victoria**

The history of parliamentary reform and the current debates within the Parliament of Victoria complimented the topics of discussion and issues raised in the Adelaide and Canberra programs. The current state Labor government that came to power in 1999 recognised the need for Constitutional reform relating to the Upper House. With the opposition holding a majority in the Legislative Council, the opposition effectively prevented the Legislative Council from operating as a house of review and passing legislation effectively. In 2001 the state government established a Constitution Commission to investigate and make recommendations for reform. The recommendations made by the Commission that were accepted as law by the government in 2003 include: a fixed term of four years for both houses, a system for resolving deadlocks between the Houses, multi-member Council electorates and a prohibition on the Council blocking supply.

In 2003 the Legislative Assembly updated its Standing Orders to become more appropriate and relevant and to make practice within the Chamber more effective and efficient. The Legislative Assembly also introduced a Government Business Program which establishes a deadline for the close of business (usually the passing of bills) at 4pm the end of each sitting week. The Legislative Council is also planning to update its Standing Orders, and the Clerk hopes to adopt a Government Business Program similar to that in the Lower House. In a similar process undertaken by the Federal Parliament, the Victorian Parliament is planning to create a single service department which will, as with the Federal Parliament, service the other two departments the Department of the Legislative Council and the Department of the Legislative Assembly.

The delegation began the program with a briefing on the roles and responsibilities of various departments within the parliament. The program shifted slightly when the delegation arrived following the death of the Hon Mr. Vernon Wilcox, Attorney-General and question time was replaced with members expressing their condolences. The delegation met with the Secretary General's counterparts: Mr. Ray Purdey, Clerk of the Legislative Assembly and Mr. Wayne Tunnecliffe, Clerk of the Legislative Council. Discussions focused on reform of the Upper House and amendments to the two chambers' Standing Orders. In meeting with the Clerks of the Parliament it was interesting for both parties to draw comparisons and similarities between the two parliamentary systems, in particular the process for passing legislation, and the roles and responsibilities of the clerks within the parliament. The Secretary General was interested to learn about processes for appointing staff and their required level of qualifications and experience.

The Presiding Officers, Mrs. Judy Maddigan MP, Speaker of the Legislative Assembly and the Hon Monica Gould MLC, President of the Legislative Council hosted a lunch for the Secretary General and her delegation, also attended by the Clerks of both Houses. This provided an opportunity to talk informally about the two parliamentary systems and of particular interest to both parties was the upcoming Indonesian elections and possible impacts on the DPR Secretariat.

The delegation met with Mr Steven Aird, Director of Corporate Services. Corporate Services jointly services the two chambers in two main areas: corporate which incorporates finance, human resources and catering, and infrastructure incorporating IT, property units and maintenance. Mr. Aird provided an overview of the entitlements members receives from cars and salary to support staff. As an added area of interest identified by the delegation, Mr. Aird provided an overview of security within the parliament. The delegation met with Mr. David Cousins, Computer Systems Officer, for a briefing on the IT services provided to members, the role of researchers and the web information and facilities available within the parliament. The delegation was particularly interested to learn about recruitment of IT staff and the services provided to members in the parliament and in their electorates. Finally, the delegation met with Mr. Graham Spurr, Director of Infrastructure Services. Mr. Spurr provided useful information on the IT services and, upon the request of the Secretary General, detailed information on a particular IT package of interest to the DPR.

As a focus of the study tour, the delegation met with Ms. Jan Kendall, Deputy Editor of Parliamentary Debates, about Hansard practices. Following what had been learned in the parliaments in Adelaide and Canberra, the delegation was able to compare and contrast the Hansard in the Parliament of Victoria, view the process of producing an official document of proceedings in the chamber and test out the various systems available. The Secretary General collected contact details of the companies supplying Hansard reporting facilities with the view to exploring possibilities for developing an Indonesian Hansard for the DPR.

### **Outcomes and Future Initiatives**

The delegation was pleased with the study tour and reported that the program provided relevant and useful information on areas of interest to the DPR. The delegation was also impressed with the flexibility of the parliaments' programs and the ability of staff to cater for their interests as they arose during the course of the program. After spending a significant amount of time learning about Hansard practices, the Secretary General now hopes to develop Hansard in the DPR. The system of interest to the DPR is the tape recording method that uses a digital sound system. Investigations by DPR staff into the possibilities of developing a system in the Indonesian language are now underway.

### **Program**

#### **PARLIAMENT OF SOUTH AUSTRALIA, ADELAIDE**

#### **Monday 22 March**

9.30-10.30am Tour of Parliament House with Malcolm Lehman, Deputy Clerk of the House of Assembly & Penny Cavanagh, Education Officer

10.30-11.15am Morning tea with Mrs Jan Davism, the Clerk of Legislative Council, Mr Trevor Blowes, the Deputy Clerk of the Legislative Council and Mr David Bridges, the Clerk of House of Assembly

11.30-2.00pm Bay Discovery Centre, Glenelg, Social and Political History Museum with lunch at Glenelg.

2.30-3.45pm *The history of SA and constitutional reform process*  
Associate Prof. Clem McIntyre, University of Adelaide, Politics Department and adviser to the Constitutional Convention Constitutional.  
Meeting with Prof James Mc Wha, Vice Chancellor, University of Adelaide.

4.00-4.30pm *Constitutional reform from a Government perspective*  
The Hon Michael Atkinson MP, Attorney-General, Mr John Rau MP, Member for Enfield, the Hon Peter Lewis MP, the Speaker of the House of Assembly and Associate Prof. Clem McIntyre of Adelaide University.

4.30-5.00pm *Constitutional reform from an Opposition perspective*  
The Hon Robert Lawson MLC, Shadow Attorney-General and the Hon Dean Brown MP, Deputy Leader of the Opposition on.

#### **Tuesday 23 March**

9.30-10.30am *Structure, Administration and Practices of the Parliament*  
Clerk of the House of Assembly, Deputy Clerk, Mr Paul Collett, the Clerk Assistant and Mrs Pauline Thompson, Manager Support Services

10.30-11.00am Morning tea in the Old Chamber

2.00-4.00pm View proceedings of the Parliament and Question Time in the House of Assembly and Legislative Council Chambers

6.00-7.30pm Dinner – Speaker's Dining Room – Hosted by the Clerk, House of Assembly

### **Wednesday 24 March**

- 9.30am *Committee system briefing*  
Mr Philip Frensham, Deputy Clerk and Secretary to the Environment, Resources and Development Committee.
- 10.30-11.30am View Committee proceedings with the Economic and Finance Committee
- 2.30-3.30pm Electoral Education Centre
- 6.55pm Depart – Adelaide on QF708 for Canberra

## **FEDERAL PARLIAMENT, CANBERRA**

### **Thursday 25 March**

- 10.25am Arrive at Parliament House  
Met on arrival by Ms Paola Cerrato-D'Amico, Parliamentary Relations Office
- 10.30-11.30am *Overview of the role and functions of the House of Representatives*  
Presented by Mr Ian Harris, Clerk of the House of Representatives
- 12.15pm Attend lunch hosted by Mr Ian Harris  
(*Members and Guests' dining room*)
- 2.00-3.00pm Observe Question Time in the House of Representatives Chamber  
Commentary by Ms Judy Middlebrook, Director, Chamber Research Office  
(*Glazed gallery above press gallery*)
- 3.00-4.30pm *Research and information services to the Parliament of Australia*  
Presented by Dr June Verrier, Head, Research Services Group of the Parliamentary Library and other senior staff followed by afternoon tea.

### **Friday 26 March**

- 9.20am Arrive Parliament House and met on arrival by Mr David Watt, Executive Assistant to the Secretary, Department of Parliamentary Services
- 9:30-10.30am *Tour of broadcasting facilities* (basement)  
Mr Vlodek Skiba, Assistant Director, Broadcasting
- 10:30am Morning tea
- 11:00-12.30am *Hansard*  
Presented by Mr Sean Daly, Senior Editor
- 12:30-1.15pm Lunch
- 1:30-2.15pm *Web casting*  
Presented by Mr Kevin Indran, Senior Project Officer, Technical Services Group
- 2:30-3.00pm *Client Liaison (Help Desk)*

Presented by Mr Sean Smith, Client Liaison Officer

## PARLIAMENT OF VICTORIA, MELBOURNE

### Monday 29 March

- 10.00–10.45 Tour of the Parliament House
- 11.00–12.00 *Briefing on the reform processes, including reform of the Upper Houses*  
Mr Ray Purdey, Clerk of the Parliaments and Clerk of the Legislative Assembly  
and Mr Wayne Tunnecliffe Clerk of the Legislative Council.
- 12.00–1.30 Lunch in the Speaker's Dining Room
- 2.00–3.30 *Briefing on the Parliamentary Committee system and IT services within the parliament*  
Mr David Cousins, Computer Systems Officer

### Tuesday 30 March

- 12.00-1.30 pm *Lunch with the Presiding Officers:*  
Mrs Judy Maddigan MP, Speaker of the Legislative Assembly The Hon Monica  
Gould MLC, President of the Legislative Council and attended by the Clerks of  
the Houses
- 2.00–2.30 pm Meet with Mr Steven Aird, Director, Corporate Services.
- 2.30–3.00 pm Meet Mr Graham Spurr, Director, Infrastructure Services.
- 3.30–4.30 pm *Hansard Practices* with Ms Jan Kendall, Deputy Editor, Parliamentary Debates.