

# **Indicator 1.4: Parliamentary organization**

#### About this indicator

Parliament is a unique setting that brings together MPs with equal status who represent diverse political opinions. Organizing the work of parliament therefore requires a collective decision-making system and a complex structure.

The plenary is the most visible part of parliament's work and represents the culmination of the business carried out in committees. The presidium, as a collective governing body, ensures that political issues are submitted before parliament, while the Speaker is responsible for managing the operation of parliament fairly and impartially.

Parliamentary committees are groups of MPs who are usually appointed or elected by parliament to examine matters more closely. The political structure of parliament is usually guided by political groups, which bring together MPs – normally from the same party – with the aim of coordinating their activities and achieving shared political goals. MPs may also cooperate across party lines, through cross-party groups.

This indicator comprises the following dimensions:

- Dimension 1.4.1: Plenary
- Dimension 1.4.2: Speaker
- Dimension 1.4.3: Presidium
- Dimension 1.4.4: Parliamentary committees
- Dimension 1.4.5: Political groups
- Dimension 1.4.6: Cross-party groups

The Indicators for Democratic Parliaments are a multi-partner initiative coordinated by the Inter-Parliamentary Union (IPU), in partnership with the Commonwealth Parliamentary Association (CPA), Directorio Legislativo Foundation, Inter Pares / International IDEA, the National Democratic Institute (NDI), the United Nations Development Programme (UNDP), UN Women and the Westminster Foundation for Democracy (WFD).

# **Dimension 1.4.1: Plenary**

This dimension is part of:

- Indicator 1.4: Parliamentary organization
- Target 1: Effective parliament

### About this dimension

This dimension concerns the arrangements for plenary sessions. Parliament's most important law-making and oversight work is done in the plenary. It is usually where the highest-ranking State officials, such as presidents and prime ministers, are heard. A plenary session is an arena for holding political debates and for voting on legislation previously discussed in committees. All major decisions made on behalf of parliament – including those regarding parliamentary rules and procedures – should be debated and voted on by the plenary.

In unicameral systems, plenaries bring together all MPs. In bicameral systems, each chamber has its own plenary sessions. Plenary sessions are normally held on the parliamentary premises, except where the rules provide for alternative venues or virtual sittings. The legal framework should provide for the transparency of plenary sessions through broadcasting and/or live-streaming, as well as attendance by the media.

See also Indicator 1.3: Parliamentary procedures, Indicator 3.1: Transparency of parliamentary processes, Dimension 3.2.2: Parliamentary website, and Indicator 3.3: Access to parliament.

## **Aspiring goal**

Based on a global comparative analysis, an aspiring goal for parliaments in the area of "plenary" is as follows:

The legal framework provides for the holding of plenary sessions. All major decisions made on behalf of parliament are debated and voted on by the plenary.

Parliament's rules of procedure cover all aspects related to the conduct of plenary sessions. The Speaker enforces these rules impartially.

Plenary sessions are held in the respective chamber(s) on the parliamentary premises, except where the legal framework provides for alternative venues or virtual sittings.

Plenary sessions are open to the public. Duly accredited media representatives are authorized to attend plenary sessions, as are members of the public. Closed plenary sessions are only held in exceptional circumstances as prescribed by law.

Agendas for plenary sessions are approved by the plenary itself and are made publicly available in advance of the session.

#### **Assessment**

This dimension is assessed against several criteria, each of which should be evaluated separately. For each criterion, select one of the six descriptive grades (Non-existent, Rudimentary, Basic, Good, Very good and Excellent) that best reflects the situation in your parliament, and provide details of the evidence on which this assessment is based.

The evidence for assessment of this dimension could include the following:

- Provisions of the constitution, laws or parliamentary resolutions/decrees outlining the regulatory framework for the holding of plenary sessions, including the required quorum, the timing and duration of ordinary plenary sessions, and the grounds and procedures for calling extraordinary sessions
- Provisions of the constitution or laws establishing that plenary sessions are only to be held in the respective chamber(s) on the parliamentary premises
- Provisions of parliament's rules of procedure establishing that plenary sessions are public unless specified as closed

Where relevant, provide additional comments or examples that support the assessment.

### Assessment criterion 1: Legal framework

The legal framework provides for the holding of plenary sessions. All major decisions made on behalf of parliament are debated and voted on by the plenary.

Non-existent	Rudimentary	Basic	Good	Very good	Excellent
Evidence for this	s assessment crit	erion:			
Assessment crit	erion 2: Venue				
The legal framew the parliamentary circumstances when the control of the control	premises, excep	t where alternativ	e venues or virtu		

Non-existent □	Rudimentary	Basic □	Good □	Very good □	Excellent
Evidence for this	s assessment crit	erion:			

### **Assessment criterion 3: Transparency**

The legal framework establishes that plenary sessions are public. Agendas for plenary sessions are available in advance. Duly accredited media representatives are authorized to attend plenary sessions, as are members of the public. Closed plenary sessions are only held in exceptional circumstances as prescribed by law.

Non-existent □	Rudimentary	Basic	Good	Very good □	Excellent
Evidence for this	s assessment crit	erion:			

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eas for strengthening rules and practice in this

# **Dimension 1.4.2: Speaker**

This dimension is part of:

- Indicator 1.4: Parliamentary organization
- Target 1: Effective parliament

### About this dimension

This dimension concerns the mandate, role, functions and duties of the Speaker, whose primary responsibility is to facilitate orderly and meaningful discussion and debate in parliament. The Speaker is usually an MP elected at the beginning of each legislature by fellow MPs to preside over the parliamentary chamber or, in a unicameral system, to preside over parliament. As the first among equals, the Speaker has the necessary powers and resources to discharge this responsibility.

The Speaker's official role usually includes to:

- preside over debates and votes
- rule on questions of parliamentary procedure and privilege
- maintain discipline and order within the house
- supervise administrative matters
- be responsible for the organization of parliament's work
- represent parliament or a chamber at official functions, both domestically and internationally.

In some political systems, the Speaker has the casting vote in the event of a deadlock.

The Speaker has the power to enforce the rules of procedure and to call to order and discipline any MP who breaches those rules.

## **Aspiring goal**

Based on a global comparative analysis, an aspiring goal for parliaments in the area of "Speaker" is as follows:

The legal framework defines the mandate, role, functions and duties of the Speaker, and establishes the rules for electing the Speaker and their term of office.

The Speaker is mandated to coordinate and manage the work of the parliamentary bodies, to manage the overall functioning of parliament or a chamber, to preside over sessions and to exercise full administrative powers within the parliament or chamber.

The Speaker discharges their duties impartially and neutrally, manages the floor fairly, provides equal opportunities for all political groups and members to engage in debates, and distributes parliamentary resources equitably.

The Speaker is responsible for enforcing parliament's rules of procedure and codes of conduct, and has the power to call to order and discipline any MP who breaches those rules.

The Speaker enjoys privileged material status, including higher remuneration and a personal apparatus with sufficient members of staff.

### **Assessment**

This dimension is assessed against several criteria, each of which should be evaluated separately. For each criterion, select one of the six descriptive grades (Non-existent, Rudimentary, Basic, Good, Very good and Excellent) that best reflects the situation in your parliament, and provide details of the evidence on which this assessment is based.

The evidence for assessment of this dimension could include the following:

- Provisions of the constitution and/or other aspects of the legal framework defining the mandate, functions and duties of the Speaker
- Provisions of the legal framework or rules of procedure establishing that the role of the Speaker is to coordinate and manage the work of the parliamentary bodies, to manage the overall functioning of parliament or a chamber, to preside over sessions and to exercise full administrative powers within the parliament or chamber
- Provisions of the legal framework or rules of procedure establishing that the Speaker is required to discharge their duties impartially and neutrally
- Provisions of the legal framework or rules of procedure establishing that the Speaker is responsible for enforcing parliament's rules of procedure and code of conduct
- Information about the resources and staff available to the Speaker
- Copies of asset declarations submitted by the Speaker

Where relevant, provide additional comments or examples that support the assessment.

### Assessment criterion 1: Legal framework

The legal framework defines the mandate, role, functions and duties of the Speaker, establishes the rules for electing the Speaker and defines the Speaker's term of office.

Non-existent	Rudimentary	Basic	Good	Very good	Excellent
Evidence for this	s assessment crit	erion:			

#### Assessment criterion 2: Role

The legal framework mandates the Speaker to coordinate and manage the work of the parliamentary bodies, to manage the overall functioning of parliament or a chamber, to preside over sessions, and to exercise full administrative powers within the parliament or chamber.

Non-existent	Rudimentary	Basic	Good □	Very good □	Excellent
Evidence for this	s assessment crit	erion:			

## **Assessment criterion 3: Impartiality**

The Speaker is required to discharge their duties impartially and neutrally, to manage the floor fairly, to provide equal opportunities for all political groups and members to engage in debates, and to distribute parliamentary resources equitably.

Non-existent	Rudimentary	Basic □	Good □	Very good □	Excellent
Evidence for this	s assessment crit	erion:			

### **Assessment criterion 4: Resources**

The Speaker has access to the necessary resources to carry out their mandate, including a personal apparatus with sufficient members of staff.

Non-existent □	Rudimentary	Basic	Good	Very good □	Excellent
Evidence for this	s assessment crit	erion:			

# **Recommendations for change**

Use this space to note down recommendations and ideas for strengthening rules and practice in this
area.

# Sources and further reading

• Georges Bergougnous, <u>Presiding Officers of National Parliamentary Assemblies</u> (1997)

#### **Dimension 1.4.3: Presidium**

This dimension is part of:

- Indicator 1.4: Parliamentary organization
- Target 1: Effective parliament

### About this dimension

This dimension concerns the provisions defining the composition and mandate of the collective governing body of parliament (the "presidium"). The presidium is typically responsible for organizing the work of parliament, coordinating the work of committees, drafting the agenda for plenary sessions, and deciding on other operational issues of importance.

The presidium is usually representative of the political configuration of parliament, with the majority and minority parties represented. It is generally chaired by the Speaker and often includes the Deputy Speaker(s), the chairs of parliamentary committees and the leaders of political groups. The Secretary General of parliament, though not a formal member of the presidium, usually attends its meetings.

The frequency and timing of presidium meetings differ across parliaments and are often established by parliament's rules of procedure. The frequency of presidium meetings is usually an indicator of its importance.

Presidium meetings may be public – and broadcast and/or live-streamed – or closed. Both practices are observed across countries.

## **Aspiring goal**

Based on a global comparative analysis, an aspiring goal for parliaments in the area of "presidium" is as follows:

The constitution and/or other aspects of the legal framework define the composition of the presidium and establish its mandate as the collective governing body of parliament.

The presidium is representative of the political configuration of parliament. It is chaired by the Speaker and includes the Deputy Speaker(s), the chairs of parliamentary committees and the leaders of political groups.

The presidium organizes the work of parliament, coordinates the work of committees, drafts the agenda for plenary sessions and decides on other operational issues of importance.

The frequency and timing of presidium meetings, as well as the openness of its meetings, are established in parliament's rules of procedure.

#### **Assessment**

This dimension is assessed against several criteria, each of which should be evaluated separately. For each criterion, select one of the six descriptive grades (Non-existent, Rudimentary, Basic, Good, Very good and Excellent) that best reflects the situation in your parliament, and provide details of the evidence on which this assessment is based.

The evidence for assessment of this dimension could include the following:

- Provisions of the constitution and/or other aspects of the legal framework on the functioning of parliament establishing the composition and mandate of the presidium of parliament
- Provisions of the legal framework or parliament's rules of procedure establishing the representative nature of the presidium
- Provisions of legal framework or parliament's rules of procedure establishing that the presidium is responsible for organizing the work of parliament, coordinating the work of committees, drafting the agenda for plenary sessions, and deciding on other operational issues of importance
- Evidence of the frequency and openness of presidium meetings

Where relevant, provide additional comments or examples that support the assessment.

# Assessment criterion 1: Legal framework

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Non-existent	Rudimentary	Basic	Good	Very good	Excellent
Evidence for thi	s assessment crite	erion:			
Assessment cri	terion 2: Compos	ition			
	representative of t Deputy Speaker(s)				
Non-existent	Rudimentary	Basic	Good	Very good	Excellent
Evidence for thi	s assessment crite	rion:			
Assessment cri	terion 3: Role				
	rganizes the work o				drafts the agend
for plenary sessi			Good	Very good	Excellent
for plenary session Non-existent	Rudimentary	Basic	0000	, ,	
	Rudimentary	Basic			

## **Assessment criterion 4: Transparency**

The presidium meets on a regular basis as foreseen in the rules of procedure. Information about its meetings and conclusions are made publicly available.

Non-existent	Rudimentary	Basic	Good	Very good	Excellent
Evidence for this	s assessment crit	erion:			
Evidence for this	o accocomonic one	oriori.			

# **Recommendations for change**

Use this space to note down recommendations and ideas for strengthening rules and practice	in this
area.	

# **Dimension 1.4.4: Parliamentary committees**

This dimension is part of:

- Indicator 1.4: Parliamentary organization
- Target 1: Effective parliament

#### About this dimension

This dimension concerns the provisions on the powers, functions, composition, governance and procedures of parliamentary committees. A comprehensive system of committees provides accountability and efficiency while ensuring systematic engagement with the public.

The types of committees, as well as their duties and powers, vary from parliament to parliament. Generally, parliamentary committees fall into one of two categories: "standing" (also known as "permanent") and "ad hoc" (also known as "temporary"). In some systems, standing committees review proposed legislation and at the same time oversee the activities of the executive branch. In other cases, law-making and oversight functions are divided between ad hoc and standing committees. In some bicameral systems, both types of committees might include members of one or both chambers.

The distribution of committee chair roles among the parties represented in parliament can differ. In some systems, the party with the majority of seats has the benefit of chairing all committees, while in others, committee chair roles are distributed among the political groups.

The number and size of committees, as well as the frequency of committee meetings, should be clearly regulated by the legal framework or by parliament's rules of procedure.

Committee meetings and documents should be open and accessible to the public, unless there is sufficient justification for a closed meeting to be held.

See also Indicator 7.3: Composition of parliamentary bodies.

### Aspiring goal

Based on a global comparative analysis, an aspiring goal for parliaments in the area of "parliamentary committees" is as follows:

Parliament has the authority to establish committees, and to define their powers, functions, composition, governance and procedures.

Parliamentary committees are mandated to review proposals for laws, to obtain information from the executive, to summon government officials, to report to parliament on their findings, and to make recommendations.

Parliament's rules set out clear procedures with regard to committee meetings, such as the time of a meeting, notice of a meeting, the preparation, approval and distribution of the agenda, quorum, chairing, record-keeping, voting and reporting.

Committee meetings are open and accessible to the public, unless there is sufficient justification for a closed meeting to be held. Committee documents, such as agendas, evidence taken by the committee and conclusions of committee meetings, are publicly available.

Parliamentary committees have sufficient administrative capacity, including qualified staff to support MPs in carrying out their law-making and oversight work.

#### **Assessment**

This dimension is assessed against several criteria, each of which should be evaluated separately. For each criterion, select one of the six descriptive grades (Non-existent, Rudimentary, Basic, Good, Very good and Excellent) that best reflects the situation in your parliament, and provide details of the evidence on which this assessment is based.

The evidence for assessment of this dimension could include the following:

- Provisions of the constitution and/or other aspects of the legal framework on the functioning of parliament concerning the establishment and organization of parliamentary committees
- Provisions of parliament's rules of procedure concerning committee meetings
- Provisions of parliament's rules of procedure showing that committee meetings are open and accessible to the public, unless there is sufficient justification for a closed meeting to be held
- An organization chart of committee staff
- Committee reports and recommendations

Where relevant, provide additional comments or examples that support the assessment.

#### Assessment criterion 1: Legal framework

Parliament has a clear legal mandate to establish committees, and to define their powers, functions, composition, governance and procedures.

Non-existent	Rudimentary	Basic	Good	Very good	Excellent
Evidence for this	s assessment crit	erion:			
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#### Assessment criterion 2: Role

Parliamentary committees are mandated to review proposals for laws, to obtain information from the executive, to summon government officials, to report to parliament on their findings, and to make recommendations.

Non-existent □	Rudimentary	Basic	Good □	Very good □	Excellent
Evidence for this	s assessment crit	erion:			

### **Assessment criterion 3: Procedures**

Parliame	ent's rules (	of proced	lure provid	e clear	guidance	with r	egard to	committee	meetings,	such	as the
time of a	meeting,	notice of	a meeting,	the pro	eparation,	appro	oval and	distribution	of the age	nda,	quorum
chairing,	record-ke	eping, vo	ting and re	porting	].						

Non-existent	Rudimentary	Basic	Good	Very good	Excellent
Evidence for this	s assessment crit	erion:			
Evidence for this	o account one one	Onon.			

## **Assessment criterion 4: Transparency**

Committee meetings are open and accessible to the public, unless there is sufficient justification for a closed meeting to be held. Meetings are broadcast, live-streamed and/or recorded for future public access. Committee documents are publicly available.

Non-existent □	Rudimentary	Basic	Good □	Very good □	Excellent
Evidence for this	s assessment crit	erion:			

#### **Assessment criterion 5: Resources**

Parliamentary committees are supported by sufficient human, financial and administrative resources, including qualified staff.

Non-existent	Rudimentary	Basic	Good	Very good	Excellent
Evidence for this	s assessment crit	erion:			

#### **Assessment criterion 6: Practice**

In practice, committee meetings are held regularly on the basis of a meeting agenda that is duly approved and published. Committees interact with the public in multiple ways. Committee decisions, findings, recommendations and other conclusions are produced and reported to parliament.

Non-existent	Rudimentary	Basic	Good	Very good	Excellent
Ш	Ц		Ш	Ш	
Evidence for this	s assessment crit	erion:			

# **Recommendations for change**

Use this space to note down recommendations and ideas for strengthening rules and practice in this area.

# **Dimension 1.4.5: Political groups**

This dimension is part of:

- Indicator 1.4: Parliamentary organization
- Target 1: Effective parliament

#### **About this dimension**

This dimension concerns the provisions establishing that MPs are entitled to form political groups within parliament in order to coordinate their activities and achieve shared political goals. The members of a political group typically belong to the same party.

The rules on political groups, including on their formation, on the privileges granted such groups, and on the rights of MPs not belonging to any political group (i.e. independent MPs), vary from parliament to parliament.

Parliamentary rules often identify a minimum number of MPs required to form a political group. The threshold should not be set too high and should not run counter to MPs' right to form such a group. In some parliaments, there may be restrictions on changes within, or transfers between, political groups.

Political groups often have the right to initiate actions such as proceedings, motions and interpellations, as stipulated in parliament's rules of procedure.

Political groups are typically granted specific resources, proportional to that group's representation in parliament. Resources may include access to additional working space, financial and administrative resources, and additional professional and administrative support for their work. The staff of a political group are not part of the parliamentary administration. Political groups are required to account for these additional resources

See also Dimension 2.1.4: Parliamentary income and use of parliamentary resources.

### **Aspiring goal**

Based on a global comparative analysis, an aspiring goal for parliaments in the area of "political groups" is as follows:

The legal framework clearly establishes the right for MPs to form political groups, and stipulates the rules governing their formation, rights and responsibilities.

Parliament's rules of procedure guarantee the equitable allocation of speaking time to political groups in plenary sessions and debates, and ensure that such groups are represented in parliamentary bodies, including the presidium and committees.

Political groups are granted specific privileges, typically including access to additional working space, financial and administrative resources, and additional professional and administrative support for their work. Political groups must account for these additional resources.

#### **Assessment**

This dimension is assessed against several criteria, each of which should be evaluated separately. For each criterion, select one of the six descriptive grades (Non-existent, Rudimentary, Basic, Good, Very good and Excellent) that best reflects the situation in your parliament, and provide details of the evidence on which this assessment is based.

The evidence for assessment of this dimension could include the following:

- Provisions of the constitution, other aspects of the legal framework and/or parliament's rules of procedure on the formation of political groups
- Provisions of the legal framework and/or parliament's rules of procedure guaranteeing additional financial, administrative and human resources for political groups
- Provisions of parliament's rules of procedure ensuring that political groups are represented in parliament's management structures
- Provisions of parliament's rules of procedure guaranteeing the equitable allocation of speaking time to political groups in plenary sessions and debates
- Reports by political groups, possibly including communication by the group with the executive (such as written questions or requests for information), as well as information on the number of hearings or summons of government representatives requested by a political group or its MPs

Where relevant, provide additional comments or examples that support the assessment.

### Assessment criterion 1: Legal framework

The legal framework clearly establishes the right for MPs to form political groups, and stipulates the rules governing their formation, rights and responsibilities.

Non-existent	Rudimentary	Basic □	Good □	Very good □	Excellent
Evidence for this	s assessment crit	erion:			

### Assessment criterion 2: Equitable representation

Parliament's rules of procedure guarantee the equitable allocation of speaking time to political groups in plenary sessions and debates, and ensure that such groups are represented in parliament's management structures, including the presidium and permanent committees.

Non-existent	Rudimentary	Basic	Good	Very good	Excellent
Evidence for this	s assessment crit	erion:			

#### **Assessment criterion 3: Resources**

The legal framework grants political groups financial and administrative resources to support their functioning. Political groups account publicly for their use of these resources.

Non-existent	Rudimentary	Basic	Good	Very good	Excellent
Evidence for this	s assessment crite	erion:			
	terion 4: Practice				
ghts prescribed	cal groups exercis by law or in parlia to resources, are	ment's rules of p	rocedure, includir		
Non-existent	Rudimentary	Basic	Good	Very good	Excellent
Evidence for this	s assessment crite	erion:			
Recommendat	ions for change	9			
Use this space area.	to note down reco	mmendations an	d ideas for streng	gthening rules and	l practice in ti

# **Dimension 1.4.6. Cross-party groups**

This dimension is part of:

- Indicator 1.4: Parliamentary organization
- Target 1: Effective parliament

#### About this dimension

This dimension concerns the provisions on the establishment and functioning of cross-party groups. Cross-party groups provide an important forum for MPs from different parties to share information, discuss policy issues, channel common concerns and engage with relevant organizations.

Cross-party groups – such as "caucuses", "all-party parliamentary groups" or "inter-parliamentary friendship groups" – bring together MPs from different political parties and, in bicameral systems, from one or both chambers of parliament, to pursue a specific cause or issue. Such groups vary significantly in terms of their objectives, size and operating rules. They can be formal, semi-formal or informal in different systems. Some types of cross-party groups, such as caucuses of women parliamentarians, are found in many parliaments.

## **Aspiring goal**

Based on a global comparative analysis, an aspiring goal for parliaments in the area of "cross-party groups" is as follows:

MPs are authorized to establish cross-party groups.

Cross-party groups publish information about their structure, resources and activities. The code of conduct for MPs also applies to the activities of cross-party groups.

Cross-party groups meet regularly and engage with relevant organizations.

Parliament may in some cases provide cross-party groups with administrative support for their activities.

#### **Assessment**

This dimension is assessed against several criteria, each of which should be evaluated separately. For each criterion, select one of the six descriptive grades (Non-existent, Rudimentary, Basic, Good, Very good and Excellent) that best reflects the situation in your parliament, and provide details of the evidence on which this assessment is based.

The evidence for assessment of this dimension could include the following:

- Provisions of the legal framework on the establishment and organization of cross-party groups
- Articles from the statutes of cross-party groups on transparency and the ethical conduct of members
- Evidence of the existence of cross-party groups, as well as information about their composition, purpose and term
- Records of cross-party group meetings

Where relevant, provide additional comments or examples that support the assessment.

# Assessment criterion 1: Legal framework

The legal framework authorizes MPs to establish	sh cross-party	groups or	presents	no impedime	nt to the
establishment of such groups.					

Non-existent	Rudimentary	Basic	Good	Very good	Excellent
Evidence for this	s assessment crit	erion:			

### **Assessment criterion 2: Resources**

Parliament provides cross-party groups with meeting venues and, in some cases, other resources such as administrative support.

Non-existent □	Rudimentary	Basic	Good □	Very good □	Excellent			
Evidence for this assessment criterion:								

## **Assessment criterion 3: Practice**

In practice, cross-party groups have been established in parliament. Cross-party groups meet regularly and interact with relevant organizations, and the public is informed about their work.

Non-existent □	Rudimentary	Basic	Good □	Very good □	Excellent			
Evidence for this assessment criterion:								

# **Recommendations for change**

Use this space to note down recommendations and ideas for strengthening rules and practice in this area.