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Comparative research paper on parliamentary administration

Constitution Diversity Legal framework
Accountability Case studies Oversight
Parliamentary autonomy
Secretary General Parliamentary administration
Transparency Human resources Human Legal
Recruitment Diversity framework
Global Parliamentary Development
comparison service act
Institutional memory

Foreword

The parliamentary administration forms the backbone of parliament. Parliaments and their members are dependent on it to carry out their functions. The manner in which parliaments govern these services and their staff – and the extent to which they can do so autonomously – varies from country to country.

The efforts of parliaments to carve out greater autonomy in their respective countries is often intertwined with parliamentary development more generally, and this holds true in matters related to governance of parliamentary administration. In response to numerous requests from parliaments, the IPU has undertaken research on comparative efforts to assist their modernization. I am pleased to share with you the fruits of this research, which has been compiled into a paper for the benefit of the parliamentary community worldwide.

The paper offers a global overview of parliamentary administrations based on data collected over the past three years, including from the IPU PARLINE database,

a survey disseminated to parliaments, and a desk review of relevant texts and legal frameworks. The Appendix provides a more detailed examination of 13 case studies from a diverse sample of parliaments in tabulated form. We are very grateful to the many parliaments who provided feedback to enrich this document as well as those who shared multiple ideas for future avenues of research, further demonstrating the importance of the work of parliamentary administrations.

We hope that this paper will not only become a rich source of knowledge for the parliamentary community, but a stepping stone towards further research aimed at enabling parliaments to be even more effective and autonomous. For despite the diversity of frameworks and practices parliaments have, all are united behind these common objectives. The IPU is honoured to accompany you to these ends.

Martin Chungong
IPU Secretary General

Introduction

This comparative research paper looks at the governance of parliamentary administrations. Parliamentary administrations – responsible for providing the organizational, day-to-day, budgetary and technical functions of parliaments – play a key role in effective functioning of parliaments by offering administrative expertise and building institutional memory. A well-resourced parliament generally has:

- (1) Sufficient expert staff providing impartial support;
- (2) A comprehensive library and information service;
- (3) Office facilities for individual members; and
- (4) Dedicated facilities for the main opposition party or parties.¹

Parliamentary administrations are intertwined with these essential features of parliaments. To more effectively perform their functions and better reinforce the separation of powers between branches of State governance, observers have generally agreed that more autonomous parliamentary administrations are desirable.² Autonomous parliamentary administrations require not only independence from the executive but must also be neutral and have sufficient expertise within the institution. There is also a recognition that parliamentary administrations, like parliaments themselves, are unique structures, with foundational histories old and young, yet constantly evolving and with distinct cultural characteristics, traditions, usages and practices.

Assessing the internal structures of parliaments is – along with other key indicators – a significant dimension of evaluating the performance of the legislative branch. To better understand the diversity of practices in this regard, this paper aims to answer the following key questions:

- What are the differences in the legal frameworks of parliamentary administrations?
- What are the differences in the mandates and powers of parliamentary administrations?
- What are the differences in the governance of parliamentary administrations?

These questions are addressed through two approaches. First, a global overview of the current state of parliamentary administration governance was undertaken, both through information already collected in the IPU PARLINE database and through a dedicated survey distributed in Spring 2016.³

The second approach consisted of an in-depth study of 13 parliaments, selected with consideration for ensuring



Plenary of the Vanuatu Parliament. © IPU/Pieyre-Bernard Castelier

regional and political diversity in the sample.⁴ Research was conducted through a review of existing literature on the topic and an analysis of official documents – in some cases provided by parliaments – including State constitutions, parliamentary legal documents and standing orders. The paper was also shared with the 13 parliaments and feedback was received and integrated from those who responded.

This comparative research paper also generated additional feedback from a number of other parliaments. Some of these parliaments expressed a desire for new or expanded research into topics ranging from staffing and recruitment to legislative drafting services – to name but two of the subject areas suggested. These unsolicited contributions highlight the interest in, and timeliness and relevance of, further research into these and other parliamentary administration subject areas.

In addition to answering the above questions and providing a more overarching global snapshot, the research also revealed the following observations:

¹ David Beetham (2006), *Parliament and democracy in the twenty-first century: A guide to good practice* (IPU), p. 116.

² For example, one may refer to the Commonwealth Parliamentary Association's study on administration and financing of parliaments and studies conducted by the Association of Secretaries General of Parliaments (ASGP) in 1992, 1998 and 2008 on the autonomy of parliaments and parliamentary administrations (see Bibliography for full citations).

³ The IPU acknowledges that this timeframe necessarily results in some information about certain parliaments not being completely up to date with the latest evolution of their circumstances.

⁴ The IPU acknowledges that the selected parliaments, while broadly representative of regional and political diversity, do not capture the full panoply of unique models in existence. In that regard, it is grateful to the parliaments of Armenia, Brazil (Senate), Burundi, Costa Rica, Croatia and Fiji for their voluntary additional contributions, and notes in particular Fiji's recommendation for future research applicable to small island parliaments.

- Despite a small number of reports on the issue, global-scale comparative research on parliamentary administrations is lacking.⁵
- Parliamentary Service Acts (PSAs) are legal frameworks adopted by countries often used to codify the key characteristics, principles, mandates, composition, staffing and budgetary issues of parliamentary administration and how they are to be governed. However, PSAs are one of a number of tools which serve to provide the legal framework to parliamentary administrations. Other methods include: articles in a country's constitution, parliamentary rules and regulations, and government decrees⁶ (Portugal is such an example).

5 Commonwealth Parliamentary Association (2005); ASGP Report (1999); Jeffrey D. Straussman and Ari Renoni (2009).

6 Table 2, Column I in the Appendix, titled "Governing principles" provides detailed information on this.

- When chambers in bicameral parliaments differ on aspects of how their respective parliamentary administrations are governed,⁷ it is often with regard to the method of appointment of the Secretary General (SG)⁸ and budgetary procedures.

The paper is divided into two parts: the first presents a global snapshot of the current state of parliamentary administrations, and the second presents an in-depth study of 13 parliaments.

7 It should be noted that, in the case of the three European bicameral parliaments highlighted for in-depth study (France, Germany and the United Kingdom), none has a parliamentary administration serving both Houses, unlike Austria, Bosnia and Herzegovina, Ireland and Switzerland, where this is the administrative structure employed.

8 In this report, Secretary-General (SG) will be the term used for the head of the parliamentary administration of parliaments. Depending on the parliament, the position of SG can take different names, such as the Clerk, which is a term commonly used in many parliaments (Australia, Canada, Kenya, New Zealand and the United Kingdom).

PART 1: Global snapshot of the current state of parliamentary administration

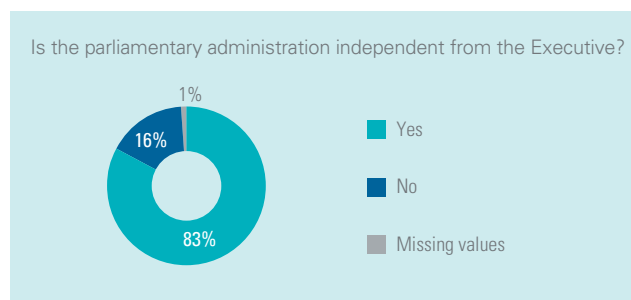
To provide a global overview of the current state of parliamentary administration governance, the IPU disseminated a survey to national parliaments in spring 2016. Complementing this information were data received in surveys designed for the PARLINE database.

I. Legal framework and separation of parliamentary administration from the civil service

To determine the level of autonomy of the parliamentary administration from the civil service, the PARLINE survey asked parliaments: "Is the parliamentary administration independent from the Executive?". Of the 176 countries surveyed, 146 responded that the parliamentary administration was independent from the executive. The results are illustrated in Figure 1. No observable regional or political system pattern was discovered in the responses, with the vast majority of national parliaments considering their administration as having a degree of autonomy.

Figure 1

Administrative autonomy of parliamentary administrations (PARLINE data)



The IPU survey provided additional results from 42 parliamentary chambers. It showed that of these 42 chambers, in 22 the parliamentary administration was considered as completely separate from the civil service, while in 14 it was considered partially separate.⁹ Only five countries responded that their parliamentary staff were under the administration of the civil service.¹⁰

Twenty-one of the 42 respondents indicated having a parliamentary service law as the legal basis for the establishment of their administration. Ten indicated exclusively having this law as the legal basis of their administration, while the others complemented it with constitutional articles or civil service laws. It is important to note that none of these 10 parliaments indicated that their parliamentary administration was under the civil service, suggesting that such laws are correlated with administrative autonomy. In the absence of parliamentary service laws, only seven chambers of parliament responded that the legal basis of their administration was the civil service law, and such were often complemented either by relevant reference in the constitution or government decree.

Another common trend from the surveys was the application of a constitutional article as the basis for the legal framework of the parliamentary administration, occurring in 21 out of the 42 respondents. This was usually complemented by other legal bases, such as house standing orders or parliamentary or civil service

9 A partially separate status was defined as the parliamentary service being considered to be somewhat autonomous, with certain overlaps in statute or human resources matters with the civil service.

10 One country in democratic transition replied "Other", noting that a law to separate the parliamentary administration from the civil service had been adopted, but was awaiting implementation.

laws. However, for seven chambers, the constitution was mentioned as the explicit framework establishing the administration.

With regard to the management of parliamentary administration staff, the PARLINE survey indicated that in 90 per cent of countries parliamentary staff were recruited under the control of parliament. As expected, parliaments that responded that they did not have control over their staff recruitment also generally indicated that their parliamentary administration was not independent from the executive.

The IPU survey results indicated that in 81 per cent of all parliamentary chambers, a governing body existed to assume responsibility of the administration. Based on these responses, the most common names attributed to these bodies were: a House Committee (or other parliamentary Committee in charge of administration), a Bureau, a Parliamentary Service Commission or the Secretariat. Mention of the SG, presiding officers and administrative departments of the Secretariat also formed common responses to the question of responsibility for the parliamentary administration.

II. Characteristics of the appointment and the office of the Secretary General

The appointment process for the SG is another indicator of administrative autonomy of the parliamentary administration. According to the PARLINE survey,¹¹ of the 89 parliaments who responded, in 39 the SG was noted as being appointed by the Speaker, in 21 by the parliamentary board, in 10 by the executive branch, in 7 by the parliament, and in 2 the appointment of the SG was noted as being carried out by a public service commission. In the remaining cases the SG was selected through other means.

More than half of the countries indicating that the Speaker appointed the SG also responded that their parliamentary administration was independent from the executive. For countries where the SG was appointed by a parliamentary board, all responded that they had full autonomy over the administration of parliament. Wherever the parliament appointed the SG, countries also all responded positively that their administration is autonomous.

Looking at countries where appointment was carried out by the executive branch, in the majority of cases the parliaments were unicameral. Regionally, these countries were from Africa, Asia and the Southern Pacific. With the exception of Zambia, which has adopted a PSA, none of these countries confirmed their SGs through a parliamentary plenary vote.

The PARLINE survey also asked parliaments to indicate the previous occupation of the current SG. Of the

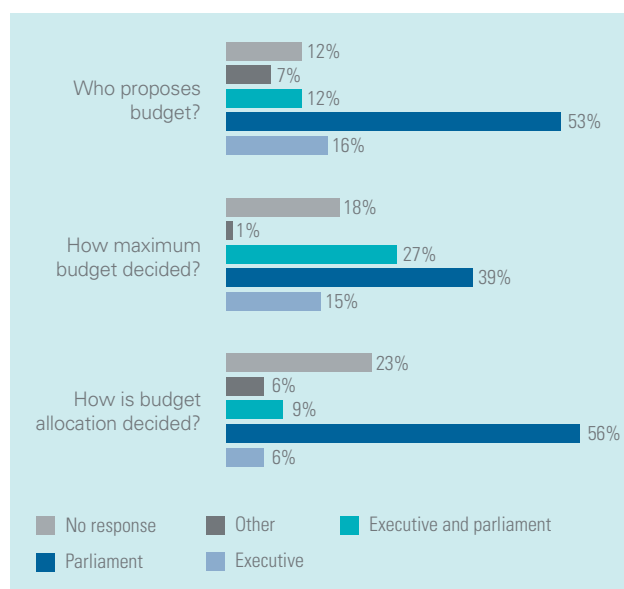
75 parliaments that responded, 34 indicated that their SG was a member of the Secretariat or a member of parliament before being appointed to the SG post; 41 indicated that their SGs had other prior professions unrelated to parliament, with about half coming from a branch or unit that was part of the executive. This highlights a high degree of variability both in the experience of SGs as well as whether they were permitted to have recent political affiliations before being selected. Those cases where SGs previously worked for the parliamentary Secretariat suggests a preference for continuity in such posts.

III. Budgetary autonomy

Figure 2 presents results from three questions posed in the PARLINE survey which probe levels of budgetary autonomy. These looked into the level of executive influence in the budget proposal process, the process to determine the maximum budget and budget allocation.

Figure 2

Indicators of budgetary autonomy (PARLINE data)



With regard to budget proposals, a majority of parliaments responded that they prepared their budgets without any executive influence. Similar trends were observed with regard to executive involvement in determining the maximum amount of the budget and its allocation. In cases where the executive and legislative branches worked together to propose the budget, roughly half of the responding parliaments also indicated executive involvement in determining the maximum amount of the budget and its allocation.

IV. Oversight, transparency and accountability of parliamentary administration

Figure 3 presents results from four questions posed in the PARLINE survey canvassing indicators of transparency and public access to administration activities. In the majority

11 176 countries were asked about SG appointments, with 89 providing responses.

of cases, parliaments responded positively to publishing annual reports on activities and budgetary spending. It was less common, however, for parliaments to have this information publicly available on the internet. The data collected suggested that where countries had adopted a freedom of information law, the law usually applied to the parliamentary administration as well.

Lastly, Figure 4 presents data from the IPU survey on auditing and accountability. With very few exceptions,

parliaments responded that their administration’s budget and spending was subject to internal audits. In most cases this was also supported by an independent audit body external to parliament. In line with the PARLINE responses, the survey showed that it was common for a parliamentary administration to publish an annual report. Fourteen of the 42 parliamentary chambers also responded that the executive carried out an audit of the parliament’s budget.

Figure 3

Indicators of parliamentary administration transparency (PARLINE data)

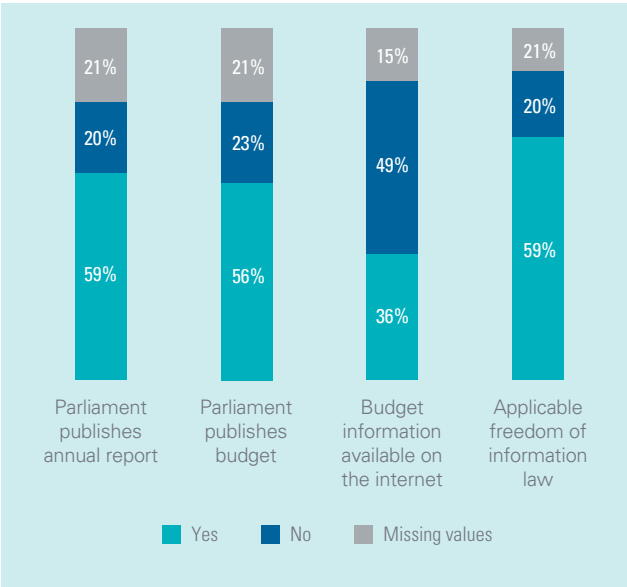
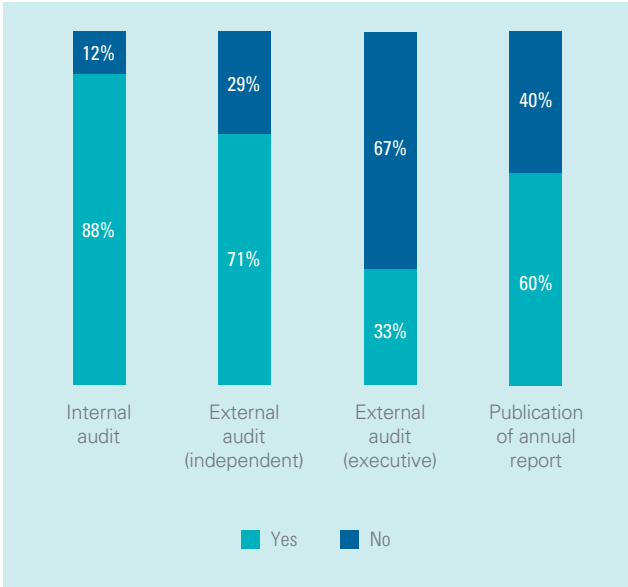


Figure 4

Auditing and accountability in parliamentary administrations (IPU Survey)



PART 2: In-depth case studies of parliamentary administrations

The in-depth case studies took a closer comparative look at 13 parliamentary administrations (see Appendix Table 1, p. 11) and focused on the following characteristics from a perspective of assessing parliamentary autonomy: governing principles; mandates and powers; composition of the governing body; recruitment and human resources; budgetary management; oversight, transparency and accountability practices.

I. Governing principles of the parliamentary administration

The legal framework establishing a parliamentary administration is an integral part of understanding how it is governed. A vast majority of legal documents establishing parliamentary administrations contain the following fundamental principles: impartiality, neutrality, non-partisanship, and administrative and budgetary autonomy. As demonstrated through the results of

the global survey the legal basis of the parliamentary administration usually takes one or more of the following forms:

(i) Parliamentary administrations with a Parliamentary Service Act

A common way to establish a parliamentary administration is through a Parliamentary Service Act (PSA). Out of the 13 parliaments analysed, 6 had PSAs as their legal basis. Except for India, parliaments of the Commonwealth adopted PSAs. Parliaments with a PSA also enshrined a formal separation from the civil service in a broad and clear way. In these cases, it appeared that additional explicit practices to prevent executive interference on more specific issues was not always needed since the separation with the civil service was already firmly established in the framework of the PSA. This clear demarcation may also play a role in the greater degree of apparent flexibility sometimes



ASGP meeting in Belgrade, October 2019. © IPU

seen in countries with PSAs on specific matters where linkages between the civil service and the parliamentary service exist. For instance, some flexibility with regard to permitting parliamentary staff to have been part of the civil service in their previous profession, or with an SG's political affiliation, may exist since the authoritative use of the PSA usually created an environment where political neutrality and the separation of powers was "a given" because it had already been clearly defined in law.

(ii) **Parliamentary administrations with parliamentary rules and regulations as their legal framework**

The second most common legal framework of parliamentary administrations are parliamentary rules and regulations, with France, Germany, Morocco, the Republic of Korea and Uruguay exemplifying this model. In the German Bundesrat, a combination of constitutional articles and rules that also apply to the civil service are used to establish the legal framework of the parliamentary administration. In France, autonomy is assured by having a completely neutral parliamentary administration, staff and SG. However, the Bureau, where some of the most important matters of the administration – such as finance, budget and some of the recruitment decisions – are dealt with, involves the participation of majority-party members and other political party representatives. In all of these cases the tradition of separation of powers and neutrality in the service of the SG are common practices

and supported by an organizational structure that uphold administrative autonomy.

(iii) **Parliamentary administrations with the constitution as their legal framework**

The separation of powers between parliament and the executive was elaborated in a broad way in the constitutions of many of the countries under review. However, in the case of India the autonomy of the parliamentary administration is specifically entrenched in Article 98, which ensures the separate and autonomous status of the secretariats of each chamber. In doing so, the Article delegates the duty of clarifying the details of governance of the administration to parliament itself. This is different from relying primarily on parliamentary rules and regulations, since this constitutional weight may more strongly safeguard the autonomy of the administration from possible changes.

II. Mandates and powers of the parliamentary administration

The mandates of parliamentary administrations are clearly defined in cases where their legal basis is a PSA. In the absence of a PSA, parliamentary administrations, in order to ensure continuity, often rely on parliamentary rules and regulations. Some of the most commonly mandated tasks observed in the countries examined are: providing professional support; giving neutral advice and

facilitating efficient and effective functioning of parliament; developing rules about the parliamentary service employees and organization; and managing personnel and technical matters. In addition, another important role, highlighted in the cases of Germany, Morocco and the Republic of Korea, is to provide research and expertise to parliament. Such responsibilities exist in other parliaments as well.

III. Composition of the governing body of the parliamentary administration¹²

The bodies governing parliamentary administrations¹³ vary across the parliaments studied, taking the form of: parliamentary service commissions or committees devoted to managing the administration of the parliament (Canada, Kenya, New Zealand, the Republic of Korea, the United Kingdom House of Commons and Zambia), a Bureau (France, Morocco), the Speaker (Uruguay), the office of the Secretariat (India), Directorates General within the parliament (Bundestag, Germany), the SG on behalf of the Speaker (Bundesrat, Germany) or the Chamber Secretariat (Uruguay). In most cases, the SG (or Clerk) is the head of the parliament's administration. In countries where a PSA is present, the establishment of an independent commission as the autonomous governing body of the parliamentary administration is common.

Nevertheless, variations were noted, particularly with regard to whether political actors were included in the composition of these bodies. For example, the Speaker was present in these bodies in Canada, France, Germany, India, Kenya, Morocco, New Zealand, the United Kingdom, Uruguay and Zambia. Additionally, in some cases, MPs or other representatives were present as well. In these instances, however, important rules to leverage the political affiliations of these members (often to prevent any party from holding a majority of seats) usually existed. Notable examples of this were found in the Canadian House of Commons, France, Kenya, New Zealand, the United Kingdom House of Commons and Zambia.

IV. Recruitment and human resources of the parliamentary administration

The selection of the SG and whether they are required to be politically unaffiliated is also a practice that varied across parliaments. This, as well as variations in the principles of recruitment and how human resource issues are dealt with, are also elements of parliamentary administration that shed insight on its level of autonomy.

(i) Appointment of the SG

Procedures dealing with the appointment of the SG vary across parliaments and also often differ between chambers in bicameral arrangements.

In Commonwealth countries, findings showed that the SG is often appointed either by the Governor General representing the Crown or directly by the Crown, sometimes on the advice of the executive. Examples were seen in Canada and the United Kingdom. Although on paper this method of appointment means that the appointment of the SG is taken outside of parliament, in practice the SGs are often appointed upon the recommendation of parliament to exemplify the principles of parliamentary autonomy. In these cases, there are often strong and independent parliamentary service commissions, as well as Speakers, that work with and advise the executive regarding the recruitment and appointment of the SG.¹⁴ An alternative method of appointment is appointment directly by a parliamentary administration's governing body. This is used in France, Kenya and Zambia. Another common method of appointing the SG is by the Speaker of parliament. This is seen in Australia (following consultations with the Chambers), the German Bundestag, India and the Republic of Korea (with approval of the Assembly). In Uruguay the SG is designated by the Plenary of the respective Chamber at the beginning of each Legislature by way of a roll-call vote.

Practices and regulations also vary between countries on whether an SG is prohibited from having a political affiliation. According to a previous study,¹⁵ SGs are not permitted to hold a political affiliation in Australia, Canada, the Senate of France, the Republic of Korea, or in the United Kingdom.¹⁶ In New Zealand, a political affiliation is not a disqualification for the office, but it is regarded as a disadvantage. In Germany, SGs are not prohibited from being members of a political party. In Uruguay, the appointment of the SG is of a political nature.

(ii) Principles of recruitment to the parliamentary administration

In all case countries, parliaments are the primary responsible authority for the recruitment of staff. Similarly, parliamentary administrations' written rules and practices

12 Based on the in-depth cases studied, these governing bodies can take various different names including the: Board of Internal Economy (Canadian House of Commons), Standing Senate Committee on Internal Economy, Budgets and Administration (Canadian Senate), Bureau (France, Morocco), Secretariat of Lok Sabha/Rajya Sabha (India), Parliamentary Service Commission (Kenya, New Zealand, Zambia), House of Commons/Lords Commission (United Kingdom), Chamber Secretariat (both Chambers in Uruguay), as well as the Internal Affairs Commission in the House of Representatives (Uruguay).

13 For a detailed account of each case, see Table 2, column III titled "Composition of governing body".

14 An exception to this common approach is the Canadian House of Commons, where neither the Speaker nor any parliamentary body is involved in the recruitment process per se. Only after a name is put forward by the executive is there a provision for a ratification process by the House. In the Canadian Senate, the functions of the SG are exercised by an Executive Committee composed of the Clerk of the Senate (appointed by the Governor General upon the advice of the Cabinet), the Law Clerk and Parliamentary Counsel (named by the Senate on the recommendation of the Standing Committee on Internal Economy, Budgets and Administration) and the Clerk of the Standing Committee on Internal Economy, Budgets and Administration and Chief Corporate Services Officer (chosen after a competitive process).

15 Association of Secretaries General of Parliaments (1993), "The Independence and Neutrality of the Parliamentary Service: Introductory Note prepared by Dale' Hall wan Zahir Sheikh Abdul Rahman, Secretary of Parliament of Malaysia." *Constitutional and Parliamentary Information*, 167, 42–45.

16 It should be noted that these practices and regulations are in constant evolution, with a trend towards de-politicization of the SG role. As an example, in Canada until the 1970s it was not uncommon for the person appointed as Clerk of the House to have previously been a defeated candidate in a recent election, or even a former member.

suggested that open calls for positions in lower, middle and upper-middle positions based on merit were considered the most reliable way to hire qualified staff and protect administrative autonomy. In many instances, examinations took place during recruitment processes as well.

In some countries, such as Australia, Canada, Germany and the Republic of Korea, there may be a degree of interchangeability between parliamentary staff and the civil service, particularly with regard to corporate services such as finance, information technology and human resources services, which are skill sets common to all administrative bodies. The example of Germany offers a case in point, where parliamentary service and civil service staffing rules and conditions are the same. Interchangeability with the civil service is decidedly the exception in the realm of expertise in parliamentary procedure, where entry level recruitment to parliamentary service may occur from all sources, including the civil service, but where progression in the ranks is almost invariably predicated on experience within the procedural branches of the administration. This is no doubt a reflection of the unique nature of the duties involved.

(iii) Additional human-resource-related matters

Additional human-resource-related matters, such as salary scales, generally fall under the purview of the parliamentary administration in the countries studied and are determined free from executive involvement. In almost all cases, parliamentary human resources characteristics are somewhat different from the civil service. In some countries, such as South Africa and the United Kingdom, there are overlaps and practical similarities between the conditions and salaries of civil and parliamentary services. In other countries, such as Canada, core employee benefit provisions, such as pensions and medical insurance, are identical to those of the civil service because Parliament has voluntarily chosen to adopt the administrative policies of the executive as its own. Often this is a practical matter of taking advantage of economies of scale between the larger governmental administrative framework and the much smaller parliamentary administrative entity.

V. Budgetary management of the parliamentary administration

The budgetary management of the parliamentary administration involves both the proposal of the parliament's budget as well as that of its administration. Both are linked to the definition of the mandate of the parliamentary administration and its degree of administrative and financial autonomy vis-à-vis the executive. All cases in the sample have a strong degree of budgetary autonomy towards the executive,¹⁷ both with regard to the budget proposal and the allocation of

resources. This appeared to be most pronounced in Kenya and the United Kingdom House of Commons. However, some variation exists on the extent of collaboration with the executive in proposing the budget for parliament.

In parliaments where there is a PSA, budgetary autonomy is generally strong, with this responsibility held by the parliamentary administration's governing body. Despite parliament holding the mandate for autonomy over budget proposal and allocation in these cases, executive involvement may in practice arise since the executive ultimately controls the total public expenditure of the State. As might be expected, parliaments are not immune from wider trends in public sector budgeting and thus often ensure their budgetary proposals are broadly in line with those of other public administrations, whether they are made during periods of budgetary growth or periods of budgetary restraint.

VI. Oversight, transparency and accountability of the parliamentary administration

The internal and external audit mechanisms set up to conduct oversight, reinforce transparency and assure accountability of the parliamentary administration, are also important characteristics of its governance. As seen in the column VI of Table 2, all countries in the sample have one or more ways of internally and externally auditing their administration.

(i) Internal audit

All parliaments reviewed produce an annual report covering financial and budgetary matters which is provided to the Speaker or to an independent committee of internal audit for oversight. Additionally, in certain countries, such as Canada and Kenya, itemized reporting of financial and administrative activities are publicly disclosed by the Secretariat as an additional oversight mechanism. An exception exists in France, where Quaestors within the Bureau of parliament handle matters of financial oversight and make budgetary decisions.

(ii) External audit

The most common methods of external audit observed are through the use of National Audit Offices or Financial Inspector Departments. These bodies are national oversight offices independent from the executive and aim to achieve good governance and accountability.

With regard to transparency of the budget and spending of parliamentary administration, out of the 13 parliaments studied only 2 parliaments are not subject to a public freedom of information law. In most countries financial reports were also available to the public. Lastly, in the cases studied, external auditing by a government department appeared to not be a common practice.

¹⁷ France has a different system in both developing budget proposals and its administration due to the involvement of the Quaestors within the Bureau. This system is designed to ensure that only the Bureau considers budgetary matters without executive influence.

Conclusion

The constitutional principle of separation of powers underpins parliamentary autonomy and in turn parliamentary administrative autonomy in the majority of jurisdictions the world over. The degree to which parliamentary administrative autonomy is realized can be compromised where a parliament is too reliant on the executive with regard to its financial and administrative affairs, its premises, its services and/or its staff. This does not mean that parliamentary administrations are completely precluded from cooperating with the executive, as parliaments make up one of the branches of the State and rely on it for aspects such as financial disbursement. Therefore, some collaboration is always to be expected. The autonomy of parliamentary administration is essential in parliaments as it contributes to institutional memory and the creation of parliamentary expertise in the unique environments in which parliaments function.

This research paper compared the governance of parliamentary administrations of 13 parliaments and drew analogies between their legal frameworks, mandates and powers, and governance. The research illustrates that the independence of parliamentary administration can be achieved in different ways, the measure of which is subject to a variety of conditions. It is ultimately up to parliaments, within the ambit of their legal mandate, to determine the application of the varying mechanisms available to them to achieve administrative and financial autonomy.

Although strong emphasis is often placed on observing political aspects of a parliament's autonomy, independence and strength, parliamentary administrations and their critical role in supporting the work of parliamentarians in an independent, autonomous, non-partisan manner have generally not received much study. Similarly, some of the less tangible aspects of parliamentary administration such as the strong work ethic in the provision of services to members and the high degree of loyalty to the institution common in many parliaments merit more study. More attention to these key dimensions of parliament would certainly be welcome. Strong parliaments require strong and efficient parliamentary administrations whose sole purpose is to serve the parliament itself. Therefore, key areas of parliamentary administration where capacity can be strengthened must continue to be the subject of scholarly research.

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Appendix

Table 1

List of sample in-depth case countries and parliaments (with number of chambers, region, type of system)

Country	Name of chamber(s)
Australia: Bicameral/Asia-Pacific/Parliamentary	House of Representatives (HoR) Senate
Canada: Bicameral/Americas/Parliamentary	House of Commons (HoC) Senate
France: Bicameral/Europe/Semi-Presidential	Assemblée nationale (National Assembly) Sénat
Germany: Bicameral/Europe/Parliamentary	Bundestag Bundesrat
India: Bicameral/Asia/Parliamentary	Lok Sabha Rajya Sabha
Kenya: Bicameral/Africa/Presidential	National Assembly Senate
Morocco: Bicameral/MENA/Parliamentary	House of Representatives House of Councillors
New Zealand: Unicameral/Asia-Pacific/Parliamentary	House of Representatives
South Africa: Bicameral/Africa/Parliamentary	National Assembly National Council of Provinces
Republic of Korea: Unicameral/Asia/ Presidential	Daehan Minguk Gukhoe (National Assembly)
United Kingdom: Bicameral/Europe/ Parliamentary	House of Commons House of Lords
Uruguay: Bicameral/Americas/Presidential	House of Representatives Senate
Zambia: Unicameral/Africa/Semi-presidential	National Assembly

Table 2

Comparative table of 13 in-depth case parliaments

(See following 20 pages)

Table 2

Comparative table of 13 in-depth case parliaments

Country name (and chamber names if bicameral)	I. Governing principles	II. Mandates and powers	III. Composition of governing body	IV. Human resources and recruitment	V. Budgetary autonomy	VI. Administration oversight, transparency and accountability
1. Australia House of Representatives (HoR) Senate	<ul style="list-style-type: none"> Clearly separated from the civil service including salary scales and benefit packages and is autonomous from the executive. Values of the parliamentary service include non-partisanship and impartiality, enforced through a code of conduct and the Parliamentary Service Commissioner. There are four bodies of parliamentary administration created under the PSA: <ol style="list-style-type: none"> (1) Department of the Senate (2) Department of House of Representatives (HoR) (3) Parliamentary Budget Office (PBO) (4) Department of Parliamentary Services (DPS). 	<ul style="list-style-type: none"> Providing professional support, advice and facilitating action for both Houses. Day-to-day task management as well as matters of organizational structures and task assignments are handled by the departments of the HoR and Senate. Making rules about the parliamentary service employees and organization. Estate management, through the DPS, library and research services, security, facilities, visitors, building management and maintenance, landscaping, ICT and other practical logistics. 	<ul style="list-style-type: none"> Under the PSA, the Clerks have ultimate administrative responsibility for their respective House departments (HoR and Senate) with oversight from the Presiding Officers, other parliamentarians and various House Committees and parliamentary processes (e.g. Senate Estimates). Presiding officers (POs) are jointly responsible for Department of Parliamentary Services (DPS). The Parliamentary Budget Officer is accountable to POs for the management of the Parliamentary Budget Office, and to the parliament for the performance of his/her functions. The Clerk of each House is the chief executive officer of their department. The DPS has a Secretary as departmental head, while the PBO is headed by the Parliamentary Budget Officer. The Parliamentary Librarian (in DPS) is also a statutory position. The <i>Department of the Senate</i> comprises the: Table, Procedure, and 	<ul style="list-style-type: none"> The <i>Clerk of the HoR</i> is appointed by the Speaker of the HoR after the Speaker has consulted members of that House. The <i>Clerk of the Senate</i> is appointed by the President of the Senate after the President has consulted members of the Senate. An appointment of a person as the Clerk of the Senate or the Clerk of the House of Representatives is for a period of 10 years. The person is not eligible for reappointment. Merit-based recruitment and promotion to the parliamentary services with an Independent Selection Advisory Committees control. The Parliamentary Service Merit Protection Commissioner is responsible for the independent and impartial reviews of certain parliamentary service staffing decisions. Salary scales and benefits, as well as the classification of parliamentary service employees, are determined by the relevant Clerk or the 	<ul style="list-style-type: none"> Autonomy is established and protected by the PSA. Funding for parliamentary departments is provided separately from funding for government departments through annual Appropriation (Parliamentary Departments) Acts in recognition of the independence of the parliamentary service. The executive retains ultimate control over total funds available to parliament because of its constitutional responsibility in relation to public expenditure, although appropriations are subject to approval by parliament. The appropriations and administration of parliamentary committees of the two Houses also improve financial autonomy by making recommendations to the executive regarding appropriations for parliamentary departments. The committees are chaired by the respective POs. 	<ul style="list-style-type: none"> The Parliamentary Service Commissioner advises POs on management policies and practices of the parliamentary service and, on request from POs, inquiries into and reports on matters relating to the service. Formal external accountability mechanisms for the parliamentary service departments include publishing of portfolio budget statements and annual reports. Another external body engaged in auditing parliamentary budgets is the Australian National Audit Office. For each of the departments of the House of Representatives and the Senate : <ol style="list-style-type: none"> (1) An audit committee is established by the Clerk to comply with the Public Governance, Performance and Accountability Act 2013. The committees provide independent assurance and information to the Clerks of the respective department's financial performance, reporting responsibilities, risk oversight and management, and system of internal control. The committees include members who are external to the departments. (2) There is a Risk Management Policy and Framework, Risk Management Plan and Fraud Control Plan.

Country name (and chamber names if bicameral)	I. Governing principles	II. Mandates and powers	III. Composition of governing body	IV. Human resources and recruitment	V. Budgetary autonomy	VI. Administration oversight, transparency and accountability
			<p>Committee Offices. Each are headed by a Clerk Assistant. The Black Rod's Office is headed by the Usher of the Black Rod.</p> <ul style="list-style-type: none"> – The <i>Department of HoR</i> comprises the Table Procedure, Committee and Serjeant-at-Arms offices. The Clerk is supported by a Deputy Clerk and four Clerk Assistants, one of whom is the Serjeant at Arms. – The independent Parliamentary Service Commissioner and Parliamentary Service Merit Protection Commissioner are appointed by the POs jointly. 	<p>Secretary of the Department of Parliamentary Services or the Parliamentary Budget Officer (as employers), within the broader public sector bargaining policy of the federal government. Salary and other benefits are usually set out in separate enterprise agreements negotiated and agreed to by the relevant employer and employees in accordance with the Fair Work Act 2009. Senior executive service officers' remuneration and other benefits are usually set by determinations made under the PSA 1999.</p> <ul style="list-style-type: none"> – Remuneration of the Clerks and holders of statutory offices is determined by the relevant PO following consultation with the independent Remuneration Tribunal. The POs jointly determine the remuneration of the Secretary of the DPS following consultation with the Remuneration Tribunal. The Remuneration Tribunal determines the remuneration of the Parliamentary Budget Officer. – There is the possibility that a person can temporarily or permanently move between the civil service and parliamentary services. 	<ul style="list-style-type: none"> – Each department of the parliamentary service is responsible for the preparation of their own annual budget. The parliamentary departments must adhere to the same funding guidelines as government departments. The POs have a formal role in proposing the budget. – The executive Department of Finance manages the process of parliamentary budget approval for the parliamentary service. – The budgetary procedure is governed by the Public Governance, Performance and Accountability Act 2013. 	<p>(3) An Internal Audit Plan is developed to support existing assurance frameworks and assist with identifying and addressing department-wide risks and control issues. Progress against the plan and on the implementation of previous audit recommendations is monitored by the department and the audit committee.</p>

Country name (and chamber names if bicameral)	I. Governing principles	II. Mandates and powers	III. Composition of governing body	IV. Human resources and recruitment	V. Budgetary autonomy	VI. Administration oversight, transparency and accountability
2. Canada House of Commons (HoC) Senate	<ul style="list-style-type: none"> – The parliamentary administration in Canada is autonomous and has its legal framework based on the Parliament of Canada Act 1985. – The Canadian parliamentary administration is distinct from the civil service. However, the terms, conditions and salaries of these two services are quite similar. 	<ul style="list-style-type: none"> – The administration exists to support the activities of the members individually and collectively in their roles as legislators. – <i>HoC</i>: The Board of Internal Economy has the power to act on all financial and administrative matters (premises, services, staff and budget). This board is the governing body of the parliamentary administration in the HoC. – <i>Senate</i>: The same general responsibilities are carried out by the Standing Committee on Internal Economy, Budgets and Administration. Its Steering Committee can be authorized to act on the committee's behalf when the committee cannot meet, with such decisions being reported to the committee at the next meeting. 	<ul style="list-style-type: none"> – <i>HoC</i>: the governing body, the Board of Internal Economy, is composed of the Speaker as Chair, and members appointed in numbers resulting in an overall equality of government and opposition representatives (apart from the Speaker), regardless of the composition of the HoC. – The Clerk of the House is the Secretary to the Board of Internal Economy. – <i>Senate</i>: the governing body, the Standing Committee on Internal Economy, Budgets and Administration is composed of 15 Senators. The Government and Opposition Leaders in the Senate are <i>ex officio</i> members of this committee, as is the case for all committees. The Speaker of the Senate may be a member (and has sometimes been the Chair), but does not have <i>ex officio</i> membership, and does not have as extensive a role as the Speaker of the HoC for the functioning of the parliamentary administration. – In the Senate, the Chief Corporate Services Officer (a member of the Executive Committee of the Senate Administration) serves as the Clerk of the Standing Committee on Internal 	<ul style="list-style-type: none"> – There is significant linkage with the executive in terms of the appointments of the Clerk of the House, the Parliamentary Budget Officer and the Parliament Protective Service (responsible for physical security of the House). These selections are ultimately controlled and approved by the executive, with levels of parliamentary input varying with the particular position. – The Clerks of the HoC and Senate are appointed by the executive. In the case of the Clerk of the HoC, this occurs following the referral of the name of the proposed appointee to the Standing Committee on Procedure and House Affairs, and the ratification of the appointment by the House. The Clerk of the Senate is appointed by the Prime Minister. – The Clerk of the Senate is a member of the Executive Committee of the Senate Administration, which heads the Administration. The other two members are the Law Clerk and Parliamentary Counsel (recommended to the Senate by the Internal Economy Committee) and the Chief Corporate Services Officer (chosen after a competitive process). – The HoC Board of Internal Economy determines the salary 	<ul style="list-style-type: none"> – The Parliamentary Budget Officer provides independent analysis of national finances, government spending and trends of the economy to the parliament. The office may also do cost calculations of proposals and bills from the parliament upon request. – The Board of Internal Economy examines, approves and controls the budgetary expenditures of the House. Once budget proposals have been developed by the administration, these are shared with the Speaker and ultimately put before the Board for discussion and decision. – <i>Senate</i>: the Standing Committee on Internal Economy, Budgets and Administration, prepares the budget. The administration reviews these plans and funding requests and responds to the Standing Committee. The proposed budget is agreed to by the Senate. 	<ul style="list-style-type: none"> – Internal audits link with the Auditor General's Office on the issues related to staff recruitment, financial expenditures, procurement and other auditing matters. – Financial statements are published and allow for external financial audits of the parliamentary administration, which are conducted annually. – The HoC also has an additional internal audit directorate. – All HoC financial statements are made in accordance with the Canadian public sector accounting standards with item details of changes in debts, flows of cash and net financial position. – <i>Senate</i>: the administration undergoes internal and external audits, as well as publication of annual reports. Reports on activities, expenditures and finance are also made public on the Senate website.

Country name (and chamber names if bicameral)	I. Governing principles	II. Mandates and powers	III. Composition of governing body	IV. Human resources and recruitment	V. Budgetary autonomy	VI. Administration oversight, transparency and accountability
			<p>Economy, Budgets and Administration.</p> <ul style="list-style-type: none"> – The speakers of both Chambers facilitate cooperation between them. – The Steering Committee of the Senate's Committee on Internal Economy has authority to deal with administrative matters when the full committee cannot meet. 	<p>scales for employees and approves wages. The Board is seen as the general employer of all staff of the administration in the HoC except for the MPs' own staff.</p> <ul style="list-style-type: none"> – In the Senate, the Committee on Internal Economy plays a generally similar role, including being the employer of staff working for senators. – The parliamentary and civil services are distinct employers, however there are possibilities for the staff of either service to participate in an interchange programme. 		
3. France National Assembly Senate	<ul style="list-style-type: none"> – The French parliamentary administration is not governed by a parliamentary public service law. Its status derives from article 8 of the 17 November 1958 Order on the functioning of parliamentary assemblies. It has its own status separate from that of the central government which is determined by the Bureaux of the two parliamentary Assemblies. – Pursuant to the aforementioned Order of 17 November 1958 (which has the value of an organic 	<ul style="list-style-type: none"> – The Bureaux of both the National Assembly and the Senate have general competences and sole authority over the organization and functioning of their respective administrations. They have full powers to organize and administer services. – The administrative roles of the Bureaux of the Chambers are: (1) to determine the organization, recruitment and functioning of the services of parliament; (2) to lay down the modalities to apply, interpret and execute services; and (3) to decide upon the 	<ul style="list-style-type: none"> – The two Chambers of parliament each have their own parliamentary administrative organ: the Senate Bureau and the Bureau of the National Assembly and the three Quaestors are mandated to oversee the finances and administration. – The Bureau of the National Assembly comprises 22 members: the President, 6 Vice Presidents, 3 Quaestors and 12 Secretaries. 	<ul style="list-style-type: none"> – The respective Secretaries General, Director Generals and department heads are appointed by the relevant Bureaux of either the Senate or National Assembly. – There is direct recruitment of staff into the parliamentary administration of both Chambers and the rules governing the process are created by the respective Bureaux as well (or by Quaestors acting by way of delegation). – The staff in the parliamentary administration have possibilities for career progression. The process for promotion of staff 	<ul style="list-style-type: none"> – The draft budget for both Chambers is adopted at a meeting of the six Quaestors of both Houses (in July). The meeting is chaired by a judge heading a department at the National Audit Office. The draft budget is submitted to the Government to be incorporated (without any changes) into the draft budget bill for the year under consideration – voted on by parliament on in the period between October and December. – The Quaestors of the Bureaux are the primary 	<ul style="list-style-type: none"> – Auditor General's Department (external oversight). – Quaestors of the Assembly and Senate (internal oversight). – Committee on verification and clearing of accounts of the National Assembly – composed of 15 deputies elected annually according to proportional representation of political groups (internal oversight). – Accounts overseeing and internal audit special Committee of the Senate composed of 10 senators elected annually according to proportional representation (internal oversight).

Country name (and chamber names if bicameral)	I. Governing principles	II. Mandates and powers	III. Composition of governing body	IV. Human resources and recruitment	V. Budgetary autonomy	VI. Administration oversight, transparency and accountability
	<p>law), parliamentary staff of parliament are considered as civil servants. However, their status and functions differ from those of State civil servants and government officials.</p> <ul style="list-style-type: none"> For both Chambers of parliament the tradition of governance of the parliamentary administration rests on the following principles: (1) autonomy in establishing internal rules; (2) autonomy in managing parliament's budget, finances and facilities; (3) administrative autonomy; and (4) autonomy towards the executive. This indicates a high degree of independence of parliamentary staff in their relations with the executive. Administrative service matters and staff of parliament are under the authority of the Bureaux of their respective Chambers (legal framework set forth in Articles 14, 17 and 18 of the Rules of Procedure of the National Assembly – idem the Senate). 	<p>procedures for recruitment, social security and professional organization of the parliamentary services.</p> <ul style="list-style-type: none"> The three Quaestors in the Bureau of each Chamber are mandated to oversee the financial and administrative bodies of the parliament. Parliament may not spend any of its funds without prior authorization from the Quaestors. 	<ul style="list-style-type: none"> The Bureau of the Senate comprises 26 members: the President, 8 Vice Presidents, 3 Quaestors and 14 Secretaries. Since the 1970s, two of the three Quaestors have traditionally come from the majority and one from the opposition. The Bureau of the Senate is renewed every three years after every partial renewal of the Senate. The Bureau of the National Assembly is renewed each year, except its President, who is elected for the parliamentary term (five years, unless parliament is dissolved before that). The Bureaux of the two Chambers are quasi-autonomous as to the development of their governing rules, based on the status conferred upon them under the Constitution and the Order of 17 November 1958 on the functioning of parliamentary assemblies. 	<p>is based on a promotion scale (similar to that of the State civil service staff) with tests and/or internal competitive examinations in accordance with pre-established rules based on merit and competence.</p> <ul style="list-style-type: none"> There is a significant difference between the social security scheme for parliamentary staff and that of civil servants. For the National Assembly, neutrality is a principle rule in that a staff member from a political group or assistant of an MP cannot be seconded or passed from those categories to become a member of the parliamentary administration. For the parliamentary staff in the Senate as well, neutrality is an important condition for recruitment. 	<p>authority in regard to financial matters of the administration and services for the parliament. Their role entails the entire budgetary and financial process of parliament:</p> <ol style="list-style-type: none"> Preparation Execution Control of the execution and oversight. <ul style="list-style-type: none"> Apart from the judge from the National Audit Office who heads the meeting of the six Quaestors for approving the draft parliamentary budget, no outside actor participates in drawing up the budget of the parliament for either House. The budget allocations for the National Assembly and the Senate are paid in full into the respective treasuries of the two Chambers at the beginning of January. The money not spent by a chamber remains in the treasury of that chamber (that is, it is not channelled into the public treasury). 	

Country name (and chamber names if bicameral)	I. Governing principles	II. Mandates and powers	III. Composition of governing body	IV. Human resources and recruitment	V. Budgetary autonomy	VI. Administration oversight, transparency and accountability
4. Germany Bundestag (BT) Bundesrat (BR)	<ul style="list-style-type: none"> – In Germany, the administrations of both Chambers emphasize the principle of autonomy; however some examples demonstrate links with the civil service. Apart from the general statutes applying to all public bodies and administrations, the legal framework of the Bundestag's administration is based on internal rules and regulations. – Although the parliamentary administration in Germany is identified as a distinct autonomous body, some statutes applying to the parliamentary administration do also apply to the civil service due to their general applicability to public bodies. – Bundestag: Article 40 of the Basic Law of Germany mandates that the Bundestag will set its own governing procedures and regulations on all parliamentary matters. Therefore, at the beginning of each electoral term, the German Bundestag determines its 	<ul style="list-style-type: none"> – <i>Bundestag</i>: The administration of the Bundestag is responsible for management of personnel and technical matters. The mandate also includes the governance of the Parliamentary Archives, the library, the specialized research services, the Bundestag's international relations, processing of petitions and assuring equal opportunities in parliament. The administration is also responsible for print material and research for the Bundestag and has access to the Parliamentary Material Information System (DIP). – The preparation of legislation is not one of Bundestag administration's tasks. The majority of bills are prepared by the federal ministries, while some are prepared by the parliamentary parties and some by the Federal states, and are tabled by the Bundesrat. – <i>Bundesrat</i>: All the staff of the Bundesrat belong to the Secretariat and are under the authority of the SG. The SG is the head of the Secretariat on behalf of the President of the Bundesrat, with the assistance of the Deputy Secretary General. The SG assists the President of the Bundesrat in the conduct of his/her daily functions. 	<ul style="list-style-type: none"> – Bundestag: The President of the Bundestag not only represents the Parliament but is also the head of the parliamentary administration. The President appoints the SG, who heads the administration on his or her behalf. – The Administration of the German Bundestag is divided into four Directorates-General: Central Services (Z); Parliament and Members (P); Research and External Relations (W); and Information and Documentation (I). – <i>Bundesrat</i>: the SG and Deputy SG are the heads of the administrative committees and Directorates. The administration is also supported by the Committee on Legal Affairs and the Mediation Committee. – The Bundesrat administration is similar to that of the Bundestag in that several Directorates General are responsible for different branches of the administrative role under the SG. The Directorate Generals are: Committees (A), and Parliamentary Directorate-General (P). 	<p>The SG for either House is allowed to carry a political affiliation.</p> <ul style="list-style-type: none"> – <i>Bundestag</i>: the SG is appointed by the President of the Bundestag. – <i>Bundesrat</i>: the SG is appointed by the Bundesrat assembly. – The SG of the Bundestag heads its administration on behalf of the President and represents the President on issues connected with the administration. – <i>Bundesrat</i>: although not the most common procedure, secondments from the civil service are allowed and are a practice. Other than this in both Houses the principle method of recruitment is through direct recruitment by the parliamentary administration. – <i>Bundestag and Bundesrat</i>: administrative personnel have exactly the same rights and social security provisions as the rest of the public civil service officers. – <i>Bundestag</i>: employs a flexible promotion procedure where the staff are judged by the senior staff of the administration in terms of merit and efficiency. The Bundestag administration has a career track. 	<ul style="list-style-type: none"> – <i>Bundestag</i>: some financial autonomy is enjoyed as the executive is only involved in an examination of the draft budget through the Ministry of Finance. For both Chambers, the Bundestag will allow budget by law. 	<ul style="list-style-type: none"> – The Bundestag possesses an Internal Audit Unit under the umbrella of the SG. A similar internal audit unit also exists in the Bundesrat. – <i>Bundestag and Bundesrat</i>: the Chamber also undergoes an external audit by the Bundesrechnungshof which is a supreme federal authority. As an independent body of government auditing it is subject only to the law.

Country name (and chamber names if bicameral)	I. Governing principles	II. Mandates and powers	III. Composition of governing body	IV. Human resources and recruitment	V. Budgetary autonomy	VI. Administration oversight, transparency and accountability
	own rules of procedure. However, it has been the usual practice in the past that the newly elected Bundestag adopts the rules of procedure of its predecessor.		<ul style="list-style-type: none"> Divisions of Parliamentary Service: Parliamentary Law; Parliamentary Relations; Language Service; Presidium Office; Protocol and Press, Public Relations and Visitors Service. Directorate-General (Z) : The Central Directorate-General governs the human resources of the Bundesrat administration and deals with general internal administrative matters, as well as the library, documentation and IT services. 	<ul style="list-style-type: none"> The two personnel divisions in the Central Administration Directorate are dedicated to the recruitment, placement and support of the administration's staff and are obliged to scrutinise candidates' professional aptitudes and personal suitability with particular care. The Rules of Procedure of the German Bundestag require prior approval of the Presidium for promotions of staff in the middle and upper management. 		
5. India Lok Sabha (Lower house) Rajya Sabha (Upper house)	<ul style="list-style-type: none"> In India there is no PSA or a specific internal regulation. Instead, Article 98(1) of the Indian Constitution states: "Each House of Parliament shall have a separate secretarial staff: provided that nothing in this clause shall be construed as preventing the creation of posts common to both Houses of the Parliament." The legal framework of the parliamentary administration – as well as the assurance of its autonomy – therefore stems from the Constitution and is refined in either House of the parliament. 	<ul style="list-style-type: none"> The SG holds a rank equivalent to the highest civil servant in India. The characteristics of this role in Indian parliament are that it is a silent and implicit function. He/she assists the presiding officers and gives them advice in the administration of the Houses or any other matter requested of the SG. He/she takes part as witness to proceedings but does not participate in any legislative processes. The SG is also the custodian of parliamentary records, prepares full reports of proceedings and issues the List of Business for each day. Used as a potential instrument to prevent executive 	<ul style="list-style-type: none"> Mandated by the Constitution, each Chamber has a separate secretariat, namely the Rajya Sabha Secretariat and the Lok Sabha Secretariat. The rules and governance of these are mostly common between both Chambers and have been made by the President of India in consultation with the Chair of the Rajya Sabha and Speaker of the Lok Sabha. The two Secretariats function under the Chair and the Speaker. Each of the Secretariats is headed by a SG who reports directly to the Chair or the Speaker of the House. 	<ul style="list-style-type: none"> The SG is appointed by the presiding officers of each respective Chamber. The recruitment and conditions of the staff appointed to the Secretariat of either Chamber are determined by the Chair and the Speaker of the Houses. The rules of conduct and recruitment for the staff of these two Secretariats are determined by the respective Chambers. The Secretariats are autonomous regarding their selection criteria and are not under the statute of the Indian Union Public Service Commission, indicating a separation from the civil service. 	<ul style="list-style-type: none"> Budget proposals are made by the Secretariats of each Chamber and are submitted to the Ministry of Finance for approval. When and if there is a disagreement or objection from the Ministry, the issue is resolved through a mutual discussion between the Secretariat and the Ministry. If no resolution is possible, the decision rests with the Speakers. The draft budget preparations of the Chambers are conducted without external involvement. 	<ul style="list-style-type: none"> Based on the Right to Information Act of 2005, the two Chambers are obliged to facilitate the supply of information to the public regarding funding, spending and allocation decisions. Based on Section 28 of this Law, both Secretariats present the functioning of their respective chambers under public scrutiny. The principal oversight mechanisms are through internal audits for the respective Secretariats and are conducted within each Chamber through oversight committees.

Country name (and chamber names if bicameral)	I. Governing principles	II. Mandates and powers	III. Composition of governing body	IV. Human resources and recruitment	V. Budgetary autonomy	VI. Administration oversight, transparency and accountability
	<ul style="list-style-type: none"> – The parliamentary service staff is seen and mandated as a separate entity from the civil service. 	<p>interference, several powers of the Chair and the Speaker can be delegated to the SG in order to neutralize how those duties are executed. This delegation method is used most often with regard to disciplinary and human resources matters.</p>	<ul style="list-style-type: none"> – Since there are no designated parliamentary service committees in India, several committees and commissions created by the Chambers may address certain administrative issues. For instance, the standing joint committees of Salaries and Allowances of the members of the parliament, and the Library Committee. 	<ul style="list-style-type: none"> – In addition to the separate manuals on office procedures for the Chamber Secretariats, the general principle for recruitment and promotion is that age, educational qualification and performances on written tests and interviews are base standards for adequate representation of certain groups and keeping up merit and qualification standards. 	<ul style="list-style-type: none"> – The SG also aids in advising on budgetary decisions and has a role in the draft preparation of the budget. 	
6. Kenya National Assembly Senate	<ul style="list-style-type: none"> – The legal framework of the parliamentary service in Kenya is mandated in the Constitution (replaced in 2010) and in the Kenyan Parliamentary Services Act (PSA) 2000 (amended in 2014). – The PSA provides the framework to establish a Parliamentary Service Commission (PSC), which is also guaranteed and outlined in the 2010 Constitution (Chapter 8. Part 6, Article 127). – The values of the parliamentary service in Kenya are the promotion of democracy, rule of law, non-partisan and impartial advice, accountability and having neutrality in the delivery of the services. 	<ul style="list-style-type: none"> – The parliamentary service is mandated by the PSA to: <ul style="list-style-type: none"> (1) provide services and facilitate the efficient and effective functioning of Parliament; (2) constitute offices in the parliamentary service, appointing and supervising office holders; (3) prepare annual estimates of expenditure of the parliamentary service and submit them to the National Assembly for approval, and exercise budgetary control over the service; (4) undertake, independently or jointly with other relevant organizations, programmes to promote the ideals of parliamentary democracy; and (5) Perform other functions if necessary for the well-being of the members and staff of Parliament, or prescribed by later national legislation. 	<ul style="list-style-type: none"> – The PSC is the governing body of the service. It serves both Chambers and has joint activities between them. It consists of: <ul style="list-style-type: none"> (1) the Speaker of the National Assembly, as Chairperson; (2) a Vice-Chairperson elected by the Commission from the members appointed; (3) seven members appointed by Parliament from among its members of whom: <ul style="list-style-type: none"> (a) four shall be nominated equally from both Houses by the party or coalition of parties forming the national government, of whom at least two shall be women; (b) three shall be nominated by the parties not forming the national government, at least one of whom shall be nominated from each House and at least one of whom shall be a woman; and 	<ul style="list-style-type: none"> – The PSC employs through direct recruitment. Basic recruitment principles include: non-discrimination, public advertisement of vacancies, and a competitive hiring process. – The terms and conditions of the services of persons and officers in the office are determined by the PSC. The PSC can also hire additional expert personnel on issues that require expert knowledge, determine salaries for such experts and request reports. – The higher positions of the PSC are selected from the parliamentarians and/or appointed by the Houses. Most members of the PSC are allowed to have a political agenda and membership. 	<ul style="list-style-type: none"> – The parliamentary service has budgetary and financial autonomy, prepares estimates of expenditure and submits the annual proposals to the National Assembly for approval. The PSC is the sole authority exercising budgetary control and spending from the service funds. – Based on the PSA (with revisions in 2012), with the established National Assembly Fund, the parliament or the commission can allocate funds. These, together with the yearly consolidated funds of the PSC, comprise the source of funding for the parliament. 	<ul style="list-style-type: none"> – The Treasury acts as an external audit mechanism for the parliament both during and after the end of the budgetary cycle. – As an internal audit mechanism, the PSC controls and oversees the actions and performances of each division and committee set up by the PSC as well as the National Assembly Services Committee and the Senate Services Committee. These two committees prepare and submit reports to the PSC for review. – The Clerks are responsible for book keeping and recording of the accounts. Within three months after the end of each financial year, the Clerk submits these reports to the Controller and the Auditor-General of Kenya.

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	<ul style="list-style-type: none"> – The autonomy of the service is protected by the Constitution and the PSA in order to avoid executive involvement in parliamentary processes. – The parliamentary service is distinct from the civil service and has its own codes of conduct and salary scales/conditions of employment. 		<ul style="list-style-type: none"> (4) one man and one woman appointed by Parliament from among persons who are experienced in public affairs, but are not members of parliament. – There is also a Clerk for each Chamber who is appointed by the Parliamentary Service Commission with the approval of the relevant House. – Based on the 2014 amendments, the Parliamentary Service Commission (PSC) can also set up committees and hire staff to perform its duties. In addition to these committees, it is mandated to constitute two committees specific to each House of the Parliament: the National Assembly Services Committee and the Senate Services Committee. The 2014 amendments brought a degree of decentralization for the two Chambers to manage their respective services with greater autonomy. 	<ul style="list-style-type: none"> – The remuneration of members of the parliamentary service is determined by the parliament under the National Assembly Remuneration Act. 	<ul style="list-style-type: none"> – The PSC oversees the Parliamentary Budget Office (PBO) that assists both Chambers of Parliament and their committees with technical support on matters relating to Public Financial Management (PFM) and financial oversight. The PBO therefore helps bridge the information gap in budgetary and economic matters in Parliament between the two Houses. – The PSC is allowed to open bank accounts and manage such funds. 	

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7. Morocco House of Representatives	<ul style="list-style-type: none"> – The Constitution and Rules of Procedure of the House of Representatives constitute the legal framework for the parliamentary administration. – In the accomplishment of its tasks the administration is held to the following values and principles: Impartiality vis-à-vis all political opinions in the House; respect for the political and administrative hierarchy; respect of the procedures, transparency and learning. 	<ul style="list-style-type: none"> – The administration under the Chamber's hierarchy is mandated to organize and coordinate the work of the diverse services and units of the House to: Accompany MPs in the accomplishment of their tasks related to legislation, oversight and diplomacy; Prepare the work, meetings and initiatives of the bodies of the House including plenary sessions, Committee meetings, meeting of the Bureau, conferences etc, Manage the administrative affairs of MPs and; Assure coordination with the administration of other State institutions and the executive. 	<ul style="list-style-type: none"> – The Bureau of the House of Representatives is the organ responsible for the administration of Chamber. – The Bureau mandates, under its supervision, management of the administration to the SG. – The SG coordinates and supervises the functions of the different administrative units; departments; divisions and services. 	<ul style="list-style-type: none"> – Under the supervision and control of the Bureau and the SG, the Department of Human Resources and Materials is responsible for the management of human resources. – The Department applies public administration procedures when managing staff recruitment. – Directors, departmental and service heads are nominated by the Bureau according to procedures in place in the public administration. 	<ul style="list-style-type: none"> – The budget of the House of Representatives is proposed by its Bureau, negotiated with the executive and then voted on by the two Houses of Parliament. – The budget process for the House applies the same procedures for adoption as the State budget. 	<ul style="list-style-type: none"> – The Bureau of the House of Representatives supervises management of financial and logistical questions related to the House. – The budget is published in the official journal and debated in a public plenary session and is accessible to the public. – The process is managed by the Quaestor of the council who is mandated by the Bureau. This council is composed of opposition and majority members of the Bureau. – A commission of financial control and governance represented by all political voices in the House is constituted each year to verify the expenditure of the House. – The Commission presents a report to the Bureau and various political groups. Follow-up on recommendations is decided by the Bureau.
8. New Zealand House of Representatives	<ul style="list-style-type: none"> – The PSA 2000 constitutes the legal framework for the establishment of the Parliamentary Service. – The PSA states that parliamentary administration is not an instrument of the executive. (Art. 62) – The appointment and removal rules of the PSA are designed in ways to prevent any executive interference. 	<ul style="list-style-type: none"> – As stipulated in the PSA, the principle duties of the parliamentary service are: to provide administrative and support services to the House of Representatives and to members of parliament; to administer the payment of funding entitlements for parliamentary purposes, with certain exceptions; to administer the entitlements of members of the Executive, according to certain criteria; and 	<ul style="list-style-type: none"> – The Parliamentary Service Commission (PSC) is the head governing body for the parliamentary administration. The commission does not have a role in relation to parliamentary proceedings or any matters for which the Clerk of the House has responsibility – The role of the PSC is to advise and make recommendations to the Speakers of the House. 	<ul style="list-style-type: none"> – The Clerk is appointed by the Governor General on the advice of the Speaker for seven years and can only be removed from office due to inability to perform duties or grand misconduct of the job with the decision made by the Governor General. – The remuneration of the Clerk and Deputy Clerk are determined by an independent remuneration authority. 	<ul style="list-style-type: none"> – The PSC is responsible to advise the Speaker on matters of allocation and administration of the funds appropriated to the Parliamentary Service. – The PSC and the Office of the Clerk do not have independent authority to allocate funding or spend funds. Any authority to spend public money can only be obtained by the Parliament through 	<ul style="list-style-type: none"> – The Speaker is required to set up an independent committee every three years to review the money allocated and used by the Parliamentary Service. – The Office of the Clerk is subject to public finance legislation and oversight by the Treasury and the Auditor General. The Clerk also needs to consult the State Services Commissioner in several personnel related issues.

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	<ul style="list-style-type: none"> – The principal permanent officer of the House is the Clerk of the House of Representatives. The Clerk's core functions are set out in the Clerk of the House of Representatives Act 1988. – The Office of the Clerk is established as a department outside of the public/civil service. The office has statutory independence from the government. 	<p>to administer the payment of the travel entitlements of former members of parliament.</p> <ul style="list-style-type: none"> – The functions of the Clerk are: to note all proceedings of the House of Representatives and of any committee of the House; to carry out such duties and exercise such powers as may be conferred on the Clerk of the House of Representatives by law or by the Standing Orders and practice of the House of Representatives; to act as the principal officer of the Office of the Clerk of the House of Representatives and, in that capacity, to manage that office efficiently, effectively and economically; to ensure that the members of the staff of the Office of the Clerk of the House of Representatives carry out their duties (including duties imposed on them by law or by the Standing Orders or practice of the House of Representatives) and maintain (i) proper standards of integrity and conduct, and (ii) concern for the public interest; to be responsible, under the direction of the Speaker of the House of Representatives, for the official reporting of the proceedings of the House of Representatives and its committees. 	<ul style="list-style-type: none"> – The PSC also recommends individuals for the establishment of the triennial review committee and comments on the drafts that are created by these oversight mechanisms. – The Speaker has executive decision powers related to the administration whereas the PSC is mandated to provide advisory and control functions. – There is also another governing body, the “Parliamentary Corporation”, whose function is to acquire, hold, or dispose of land or other assets for the purpose of administration of the parliament through leases, sub-leases, sales, construction, etc. – The Clerk is responsible to the Speaker for the efficient, effective and economic management of the Office of the Clerk, but exercises his/her constitutional and procedural duties independently. The Speaker is deemed to be the “responsible Minister” for the Office of the Clerk of the House of Representatives and the Parliamentary Service. 	<ul style="list-style-type: none"> – The Clerk, as the head of the Office of the Clerk, has statutory independence and neither the States Services Commission nor the executive have authority to promote or dismiss the staff of that office. – The procedures for the creation and restructuring of departments and offices within the Office of the Clerk are required to abide by employment law that governs all employers and employees. These employment guidelines and agreements are negotiated by the government with the trade unions through collective bargaining. – The General Manager is responsible for the negotiation of a collective bargaining arrangement with unions. The Clerk is responsible for the negotiation of a collective bargaining arrangement with the unions representing the Office of the Clerk staff – All hiring and promotion of the staff and employers of the services of the parliament are based on merit and accomplishment. 	<p>an appropriation of the action that is proposed. The parliament is the sole authority to make this authorization.</p> <ul style="list-style-type: none"> – There is significant involvement of the unions in the wage allocation of the staff. The salary decisions of the parliamentary services are reviewed by remuneration specialists from Ernst and Young and Hay Group's market data for benchmarking salary scales with independent views. The Office of the Clerk also uses Hay, as well as Strategic Pay. 	<ul style="list-style-type: none"> – Since there is no independent Parliamentary Budget Officer in New Zealand, the Treasury takes on the role and duties of reporting and reviewing appropriation to the parliamentary administration offices, monitoring entities and keeping track of the budgetary information. – The Parliamentary Service Commission meets once a month and decisions are taken with a majority vote. However, minutes and decision papers are not released publicly.

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9. South Africa National Assembly (lower house) National Council of Provinces (upper house)	<ul style="list-style-type: none"> – The parliamentary administration for both Houses of parliament is regulated by the Parliamentary Service Act 1974, and the amendments brought forth in the Powers, Privileges and Immunities of Parliaments and Provincial Legislatures Act, 2004. More recently it is also regulated by the Financial management of Parliament and Provincial Legislatures Act of 2009. – This Act covers all staff working for the secretaries of the lower and the upper houses as well as the joint parliamentary establishment that consists of both Chambers. – The parliamentary services are distinct from the civil services, but the employment regulations and salary scales as well as work conditions are similar. 	<ul style="list-style-type: none"> – The South African PSA 1974 unifies the role of parliamentary services for both Chambers under the title of “Secretary to Parliament”. – The role of parliamentary services is to aid the functioning of the parliamentary services in key aspects of legal, financial, day-to-day and informatics areas. – The Speaker of the National Assembly is the primary head of the parliamentary administration, through powers delegated to the Secretary. The Speaker can be a member of a political party but needs to address all parties impartially. 	<ul style="list-style-type: none"> – The Speaker of the National Assembly is the primary head of the parliamentary administration, through powers delegated to the Secretary. – The parliamentary services administration staff is composed of the Secretary to the Parliament, who is the head of all parliamentary service operations as designated by the PSA for both Houses. Others are: (i) Deputy Secretary to Parliament for Support Services; (ii) Deputy Secretary to Parliament for Core Business of the two Houses; (iii) Secretary for National Assembly; and (iv) Secretary for National Council of Provinces. – There are also several Division Managers as part of the parliamentary administration, namely for: Member Support Services, Institutional Support, Services Knowledge and Information Services, and International Relations and Protocol. – Additional members of the service are the Core Business Support, Human Resources Executive, Chief Finance Officer, Chief Information Officer, Chief Audit Executive and Chief Legal Adviser. 	<ul style="list-style-type: none"> – The Secretary is the primary responsible authority for the selection and the delegation of the staff of the parliamentary administration. – Based on the Constitution of South Africa 1996, the PSA and the Employment Equity Act 1998, and the relevant regulations of divisions of the parliamentary services, all recruitment should be done based on merit and required qualifications and experiences. – Most of these employment relations are governed through the Employment Services Act, which details procedures for recruitment, promotion and dismissal of employees. It also gives guidelines of key principles of the legal framework of public offices, building on the PSA 1974. 	<ul style="list-style-type: none"> – Although parliamentary autonomy has been highlighted in the Acts studied and in responses from surveys provided by parliament, there is a lack of specific information with regard to budgetary autonomy. 	<ul style="list-style-type: none"> – The Public Service Commission of South Africa and the Auditor General of South Africa provide two large external audit mechanisms for the parliamentary services as well as other public institutions of South Africa. – There are several constitutional provisions that guarantee an internal audit mechanism for both Houses through internal checks and reports. – The Parliamentary Budget Office (established by the Money Bills Amendment Procedure and Related Matters Act No. 9 2009) is headed by an independent director. The objective of this body is to provide independent, objective and professional advice to the parliament on matters of budget and other money related issues. The office annually reports on the funding of the parliament, budgetary proposals of the parliament and other mandates.

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10. Republic of Korea National Assembly (Daehan Minguk Gukhoe)	<ul style="list-style-type: none"> – The legal framework that establishes the parliamentary administration for the National Assembly is within the National Assembly Act (Articles 21, 22 and 23). – The National Assembly does not have a separate PSA, but the administration enjoys autonomy from the civil service. – In accordance with the National Assembly Act, the parliament is autonomous, making its own rules and regulations regarding the parliamentary administration. – The parliamentary administration staff salary arrangements, statutes and recruitment procedures are different from those of the civil service. Their status in terms of hierarchy and prestige are the same. 	<ul style="list-style-type: none"> – The parliamentary administration is facilitated by multiple divisions: the National Assembly Secretariat, National Assembly Library, National Assembly Budget Office and National Assembly Research Service. – Mandates of the National Assembly Secretariat are to support activities such as legislation, examination of the budget and the settlement of accounts, and to manage the administrative affairs of the National Assembly. The Secretariat can also hire and select policy and research experts when needed. – The Deputy SG for administrative affairs has additional management, maintenance and personnel functions that are delegated to fulfil the Secretariat's mandate. The same is the case for the Deputy SG for legislative affairs. – The National Assembly Library administers affairs concerning books and legislative materials. It maintains books, periodicals, papers, multimedia and non-book materials, as well as the collection of social science and humanities resources. It also collects, 	<ul style="list-style-type: none"> – The National Assembly is governed by the House Steering Committee (HSC), which enjoys broad jurisdiction over matters regarding the operation of the National Assembly, the National Assembly Act and other regulations, as well as matters regarding the jurisdiction of the Secretariat, Library, Budget Office, Research Service, Office of the President, Office of National Security, Presidential Security Service and the jurisdiction of the National Human Rights Commission. – A National Assembly member representing each negotiating party is a member of the HSC. The Speaker may not be a member of any standing committee. – The National Assembly Secretariat is composed of the SG as its head, a Deputy Secretary-General for Legislative Affairs in charge of supporting legislative affairs and committee work, and a Deputy Secretary-General for Administrative Affairs in charge of managing affairs, such as planning, budgeting, human resources, inter-parliamentary affairs, training 	<ul style="list-style-type: none"> – The staff of the parliamentary administration are hired directly into the service. – The SG is appointed or dismissed by the Speaker with the approval of the plenary of the National Assembly in consultation with the representative members of each negotiating party. – Other middle or junior staff are recruited with the approval and authority of the SG. – The Directors of the National Assembly Library and the National Assembly Budgetary Policy Office are appointed or dismissed by the Speaker with the consent of the House Steering Committee. – Expert advisers are appointed by the Speaker of the House upon recommendation of the SG. – The National Assembly Library has one Director and can employ additional staff. – The National Assembly Budgetary Policy Office has one Director and can employ additional staff. 	<ul style="list-style-type: none"> – The budget of the Secretariat and other parliamentary support bodies are funded by the parliament, with the Speaker preparing written budgetary requests. – The expenses of the National Assembly are appropriated independently in the national budget (Article 23). – The SG has administrative powers over the reserve funds for the National Assembly disbursed for the parliamentary administration with the consent of the House Steering Committee and with the approval of the Speaker. – The National Assembly Budget Office undertakes: research and analysis of budget bills; settlement of accounts; bills for fund operations and the settlement of fund accounts; estimates of the costs of bills requiring the use of budgeted money or other funds; and analyses and makes forecasts of financial trends regarding the State and macro-economy. It analyses and 	<ul style="list-style-type: none"> – The parliamentary administration is accountable to the parliament in terms of its activities and spending. – The National Assembly Budget Office is also mandated to research, analyse and appraise matters concerning the budget, the settlement of accounts, the management of funds and finances of the State, as well as to support parliamentary activities. – Similar to members of parliament, the parliamentary administration is also subject to audit committees on budget and accounts, and ethics or personnel hearings. – An external audit mechanism is available through the national Inspector General.

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		<p>arranges, analyses and provides a variety of data for legislative and oversight activities, and allows public access to these resources.</p> <p>– The National Assembly Research Service undertakes activities related to legislative information support services by conducting studies and research on matters concerning legislation and policies and by providing relevant information. It researches and studies matters concerning legislation and policies; collects and manages relevant materials; analyses trends of domestic and foreign legislation; and conducts analyses requested by committees, members of parliament and members of research groups.</p>	<p>and general services, and public information planning. The public official for the effective functioning of these positions is recruited directly by the Secretariat.</p>		<p>assesses major public projects; makes forecasts regarding mid-and long-term finances of the State; and conducts analyses requested by committees or members of the National Assembly. In this sense, as part of the parliamentary administration, this body both allows for budget estimation and proposal drafting for the House as well as aiding in legislation and cost estimation.</p>	
11. United Kingdom House of Commons	<p>– The legal basis for the parliamentary administration is the House of Commons (Administration) Act 1978, amended by the House of Commons Commission Act 2015.</p> <p>– Staff of the House of Commons are employed by the House of Commons Commission, which has a statutory duty to keep their terms and conditions</p>	<p>– The House of Commons Commission is a statutory body established under the House of Commons (Administration) Act 1978. It provides the non-executive governance of the House by Members, but it does not manage day-to-day operations.</p> <p>– Pursuant to paragraph 5(2) of Schedule 1 of the House of Commons (Administration) Act 1978, the House of Commons Commission established an</p>	<p>– The House of Commons Commission is responsible for the administration and services of the House. It is chaired by the Speaker; the other members are the Leader of the House, an MP nominated by the Leader of the Opposition and four other MPs nominated by the house, none of whom may be a Minister, the Clerk of the House, the Director-General and two external members.</p>	<p>– In practice, the House of Commons Commission's power to appoint staff is delegated to the Executive Committee and the Board, although the Clerk of the House, Clerk Assistant and Sergeant at Arms are formally Crown appointments. There are a few other senior posts where the power of appointment has been delegated to the Speaker. All appointments are made on the basis of fair and open competition.</p>	<p>– The House of Commons Commission is responsible for expenditure on all services provided by the House. The Finance Committee prepares draft estimates for consideration by the Commission. The Administration Estimate, which covers spending on the administration and services of the House for the financial year, is presented to the House</p>	<p>– An Internal Audit service provides the Clerk, as Accounting Officer, with an independent and objective evaluation of the overall adequacy and effectiveness of the House's arrangements for governance, risk management and control.</p> <p>– The Administration Estimate Audit Committee has oversight of the work of Internal Audit. The Committee receives and considers reports from Internal Audit and other sources and makes an annual report which is published with the House of Commons Commission's Annual Report.</p>

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	'broadly in line' with those of the civil service. Staff are not civil servants but servants of the House.	Executive Committee, as a sub-committee of the Commission, to oversee the day-to-day running of the House.	<ul style="list-style-type: none"> – The Clerk of the House is formally recognized as the head of the House of Commons Service. – The day-to-day running of the House is delegated by the Commission to the Executive Committee, chaired by the Director General of the House, and below that the Board. The other members are the Clerk of the House and the Director of Corporate Services. The Executive Committee is responsible for the management of the services provided by the teams and offices of the House of Commons. Members of the Board are selected by the Executive Committee to contribute to the overall running and strategic development of the organization. Board members are not appointed simply by virtue of running a department or functional area. – The Director General reports to the Clerk and is responsible for the delivery and development of the day-to-day operations, administration and performance of the House of Commons Service. 	<ul style="list-style-type: none"> – Recruitment, promotion and staff circulation are handled by the individual teams subject to the overall guidance of the Corporate Services. 	<p>by the Speaker on behalf of the Commission. Once approved, money is funded from the Treasury.</p> <ul style="list-style-type: none"> – The Estimate includes funding for House of Commons staff, accommodation, publishing, security, broadcasting, IT, catering, general expenses and some travel costs of Members in connection with committees and delegations. Administrative expenditure is not cash limited and the Government does not have any formal control. The Commission is not responsible for spending on MP's salaries and expenses, which are administered by an independent body. 	<ul style="list-style-type: none"> – The National Audit Office (NAO) provides an external audit function. It audits the Resource Accounts which are prepared by the House Service. The head of the NAO, the Comptroller and Auditor General, gives an opinion on the accuracy of accounts and the regularity of expenditure. – Budgets are delegated from the Clerk to heads of service who delegate further as appropriate. Senior budget holders submit to the Clerk an annual letter of assurance, setting out how they have ensured the effective and efficient management of the responsibilities delegated to them and their team by the Clerk.

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			<ul style="list-style-type: none"> – The House of Commons Service is organized into the following teams: Chamber and Committees; Communications Office; Corporate Services; Governance Office; In-House Services; Participation; Research and Information; and Strategic Estates. – A joint Parliamentary department, the Parliamentary Digital Service, provides ICT services for the whole of Parliament. 			
House of Lords	<ul style="list-style-type: none"> – The parliamentary service staff is partially separated from the civil service. The administration staff of the parliament are employed by the Clerk of the Parliaments, which is not how civil servants are recruited. The sole mandate and responsibility of the parliamentary staff is to serve the House rather than the Government and to be politically impartial. – The three core documents that set up the legal framework that established the parliamentary 	<ul style="list-style-type: none"> – The primary function of the House of Lords Administration is to support and strengthen the work of the House of Lords and its members in carrying out their parliamentary functions. – Corporate leadership in the House of Lords is provided jointly by the Member-led House of Lords Commission and the staff-led House of Lords Management Board which, together with the Clerk of the Parliaments as Chief Executive and Accounting Officer, are responsible for the strategy, performance and resources of the House of Lords. 	<ul style="list-style-type: none"> – The House of Lords Commission is chaired by the Lord Speaker, and composed of a multi-party selection of Lords. There are also two Lay Members of the Commission. – The House of Lords Management Board is chaired by the Clerk of the Parliaments and is composed of the selection of senior officials within the Parliamentary Service, including the Clerk Assistant, the Reading Clerk and four Directors of various departments. There are also two External Members on the Board. 	<ul style="list-style-type: none"> – The Clerk of the Parliaments is the most senior official in the House of Lords and is appointed by the Crown as head of the permanent administration and the adviser to the House. The Clerk has responsibility for managing and delivering services in the House of Lords. – The Clerk of the Parliaments employs all House of Lords staff under the Clerk of the Parliaments Act 1824 and the Parliamentary Corporate Bodies Act 1992. The latter Act makes the Clerk Corporate Officer of the House of Lords, enabling him or her to enter into contracts on the House's behalf. 	<ul style="list-style-type: none"> – Like government departments, the House of Lords derives its funding from the House of Commons ('Supply') within a formal system of financial control administered by the Treasury. – The House's use of resources is thus subject to formal oversight by the Treasury and the House of Commons, although the special position occupied by the House of Lords as a Chamber of Parliament is recognized by the Treasury, and in practice the House of Lords is not subject to 	<ul style="list-style-type: none"> – Regarding internal audit, an Audit Committee is appointed by the House of Lords Commission to examine and oversee audit and accountability arrangements in the House and to provide support to the Clerk as Accounting Officer. – Key functions of the Committee include consideration of internal and external audit reports; the provision of advice to the Accounting Officer in relation to year-end financial statements; evaluation of the administration's risk management framework; review of the annual financial statements and accounts; and the submission of an annual report on the Committee's work to the Commission.

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	administration of the House of Lords are Clerk of the Parliaments Act 1824; Parliamentary Corporate Bodies Act 1992; Parliament (Joint Departments) Act 2007.	<ul style="list-style-type: none"> – The House of Lords Commission provides high-level strategic and political direction for the House of Lords Administration on behalf of the House. – As well as providing high-level strategic and political direction, the Commission: <ol style="list-style-type: none"> (1)Agrees the annual Estimate; (2)Supervises the arrangements relating to financial support for members; (3)Works with the Management Board to develop, set and approve the strategic business plan, the annual business and financial plans for the Administration and monitor the performance of the Administration against agreed targets. – The Commission delegates certain functions to the Services, Finance and Audit Committees. – The Management Board makes decisions about the management and delivery of services in the House of Lords within the strategy agreed by the House of Lords Commission. 		<ul style="list-style-type: none"> – The Human Resources Office provides a personnel service for the Administration's staff (but not Members' staff) and is responsible for the recruitment of staff, maintenance of the pay and grading systems and other conditions of service, pay negotiation and authorization, training, superannuation, performance management and grievance and disciplinary matters. – The Administration seeks to ensure that pay and conditions for Lords staff (and staff of joint departments) are broadly in line with the home civil service. 	<p>financial management by the government. Nor is it explicitly subject to some of the legal requirements imposed on government departments.</p> <ul style="list-style-type: none"> – The House of Lords seeks to comply with the principles of financial management and control applicable to government departments. The House's use of resources is also subject to similar scrutiny and control to Government departments. 	<ul style="list-style-type: none"> – The National Audit Office provides external audits. – The Administration drafts and publishes an annual report and accounts, setting out its activities and spending, and other material including an annual business plan setting out planned activities. – There are external (not Members, not Administration staff) members on the Commission, Management Board and Audit Committee. The Audit Committee is chaired by one of the external members.

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12. Uruguay House of Representatives Senate	<p>The governing principles that guide the administration of parliamentary processes in the House of Representatives and Senate are as follows:</p> <ul style="list-style-type: none"> – Impartiality and neutrality: the services of the Chambers are organized according to specific functional tasks helping the substantive activities of the Chambers. Officials carry out their tasks in alignment with the institutional objectives of the House of Representatives and Senate, without any social, economic or political distinction in favour of any recipient of their services and products. – Efficacy: The principle of efficacy is understood as the achievement of expected results in a timely manner. This implies that the administration's services direct their efforts to provide immediate answers to the operational needs of the Chambers in their various instances (Plenary and Commissions) and to the Representatives and Senators. 	<ul style="list-style-type: none"> – The mandate and powers of the parliamentary administration are given by the Constitution of the Republic, the Rules of the House of Representatives and the Senate, and in the case of officials by the relevant statutes approved by each Chamber. 	<ul style="list-style-type: none"> – From an administrative point of view, the presiding officer of the Chambers represent the supreme authority. The Chambers' Secretariat is dependent on him/her and is composed, in order of hierarchy, by a Secretary Editor (SG), a Secretary Rapporteur and two Deputy Secretaries. – All of the administrative services depend on the General Directorate, which is under direct supervision of the Secretariat. – For some administrative decisions in the House of Representatives, the participation and agreement of the Internal Affairs Commission – in this legislature composed of three representatives – is required. 	<ul style="list-style-type: none"> – The positions that make up the Secretariat (Secretary General, Secretary-Rapporteur and Deputy Secretaries) are of a political nature. Their holders are designated by the Plenary of the Chamber at the beginning of each Legislature. – The staff depends on the Secretariat, particularly on the Secretary General. The Chamber's rules grant him/her direct authority over the Secretariat's staff. – Vacancies for employment in the different services of the Chambers are open to everyone. Candidate selection is based on merit. – A Human Resources division exists within the organizational structure of the Chambers. This division is charged with the regulation, evaluation and training of staff, and functions as a line agency. 	<ul style="list-style-type: none"> – The House of Representatives and Senate enjoy budgetary autonomy. At the start of each Legislature, the Speaker presents a five-year budget project which is then analysed by the Budget Committee. Its approval requires a three-fifths majority of the Chambers respectively. – Thereafter, the Speakers present annual accounts, in which they can request budget adjustments for the remainder of the the Legislature. Such adjustments require the same majorities and procedure as the approval process of the budget. – Both the budget and the approved annual accounts are communicated to the Executive Branch for its incorporation into the State Budget. 	<ul style="list-style-type: none"> – Like every State body, the respective parliamentary administrations are subject to the Comptroller of the Court of Accounts, an autonomous body with the constitutional mandate of verifying whether spending procedures are in line with the legal norms that regulate the financial management and accounting of the State. – A report on the rendering of accounts and the execution of the budget is produced and sent annually. This report is also disseminated through Parliament's website. – There are also other controls done by the Board of Transparency and Public Ethics in regard to compliance with rules on transparency and citizen control established by Law No. 18,381 on access to public information. This law enables people to request information from the organs of the State, including material related to budget execution, and obliges the institutions to provide it within short deadlines.

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	<ul style="list-style-type: none"> – Transparency: Through various means, the Chambers' services provide citizens with as much information as possible regarding the different parliamentary processes and their results, as well as the activities related to the representational function. – Specialization: the administrative organization follows a criterion of specialization of its human resources as the most efficient way to develop technical and administrative activities to support the activities of the Chambers and the parliamentarians. 					
13. Zambia National Assembly	<ul style="list-style-type: none"> – The framework for the parliamentary administration in Zambia is provided by the Parliamentary Service Act (PSA) of 2016, which replaced the National Assembly Staff Act of 1991. – The parliamentary service is legally separate from the civil service, as are retirement policies, social security provisions and salary scales. 	<ul style="list-style-type: none"> – The functions and mandates of the Parliamentary Service as regulated by the 2016 Act are: (1) to provide the necessary services and facilities to ensure efficient and effective functioning of the National Assembly; (2) to prepare the annual estimates of expenditure for the Parliamentary Service and the National Assembly; (3) to determine and establish a pension scheme to which officers of the Parliamentary Service may contribute; 	<ul style="list-style-type: none"> – The Parliamentary Service is governed by the Parliamentary Service Commission (PSC), which consists of the following part-time members: (1) the Speaker, as Chairperson; (2) the Leader of Government Business in the National Assembly; (3) the Minister responsible for finance; (4) the Leader of the Opposition in the National Assembly; and 	<ul style="list-style-type: none"> – The Clerk is appointed by the PSC, subject to ratification by the National Assembly. – The PSA sets the following minimum requirements for eligibility to be recruited as the Clerk: (i) minimum 10 years of experience in public administration; (ii) minimum bachelor's degree in law; (iii) has not in the preceding five years before the appointment served a sentence for a criminal offence exceeding a period of six months; (iv) has not in the 	<ul style="list-style-type: none"> – The funds of the Parliamentary Service and the PSC consist of: (1) funds appropriated by the Parliament; (2) funds paid to the service and to the Commission by way of grants or donations; and (3) funds vested in or accrued to the service and Commission. – Subject to approval by the Republican President, the Parliamentary Service and 	<ul style="list-style-type: none"> – The PSC keeps its own accounts and related records. Accounts are audited annually by the Auditor General or an auditor appointed by the Auditor General. – The Parliamentary Service and the Commission submit an annual report to the President concerning its activities during the financial year. – The Ministry of Finance may request a financial audit report of the yearly budget and spending.

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	<ul style="list-style-type: none"> – The immunity of members of the parliamentary services is protected by the new PSA. – The administration of parliament's core values are listed as: non-partisanship, transparency, accountability professionalism, teamwork, effectiveness and efficiency. 	<p>(4) to undertake, in cooperation with other relevant organizations, where appropriate, programmes to promote the ideals of parliamentary democracy;</p> <p>(5) to do all acts and things as may be necessary for the well-being of the officers of the Parliamentary Service; and</p> <p>(6) to exercise such other functions necessary as required and mandated by this law or any other written law.</p>	<p>5) five members appointed by the Speaker as follows:</p> <p>(a) three members nominated by the political party in Government, at least one of whom is of the opposite gender; and</p> <p>(b) two members of the opposite gender nominated by the opposition political party.</p> <ul style="list-style-type: none"> – The Clerk is the head of the Parliamentary Service and is Secretary to the PSC. – The Clerk is responsible for the regulation of all matters connected with the business of the Assembly, and has the direction and control over all the officers employed by the Assembly subject to such orders as s/he may from time to time receive from the Commission, the Speaker or the House. 	<p>preceding five years period before the appointment as Clerk contested for election to a political office; (v) is not an undischarged bankrupt, having been adjudged or otherwise declared bankrupt under any law in force in Zambia; and (vi) is not mentally or physically incapable of performing the duties of the Clerk.</p> <ul style="list-style-type: none"> – The PSC is in charge of staff appointments. It has authority to appoint persons to hold or act in any office in the Parliamentary Service, including the Office of the Clerk, and to exercise disciplinary control over persons holding or acting in such offices and to remove such persons from office. 	<p>the PSC may (i) accept monies from sources within and outside the country; and (ii) obtain loans or otherwise for the discharge of its functions.</p>	

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