

SUBMISSION 28



PRESIDENT OF THE SENATE

Joint Standing Committee on Electoral Matters
Submission No. <u>28</u>
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Secretary <u>[Signature]</u>

PARLIAMENT HOUSE
CANBERRA

29 MAY 2006

Mr Peter Lindsay, MP
Chairman
Joint Standing Committee on Electoral Matters
Parliament House
CANBERRA ACT 2600

Dear Mr Lindsay *Peter,*

Thank you for your invitation to contribute to your Committee's current inquiry into Civics and Electoral Education.

At my request, the officers of the Department of the Senate have prepared the attached submission which details the wide range of activities undertaken by the Senate Department to broaden public understanding of the role of the Senate and the Australian Parliament. Included in the submission is a précis of the activities of the Parliamentary Education Office which, whilst administratively a part of the Department of the Senate, serves the Chamber departments equally.

I wish the Committee well in this inquiry – there are few things more important than raising public awareness of our democratic institutions.

We would be pleased to provide any further details the Committee may require.

Yours sincerely

Paul Calvert

(Paul Calvert)

JOINT STANDING COMMITTEE ON ELECTORAL MATTERS INQUIRY INTO CIVICS AND ELECTORAL EDUCATION

**Submission by the Department of the Senate
May 2006**

Introduction

The Department of the Senate has as one of its responsibilities raising public awareness of the Senate and its work. Further, the Department, together with the Department of the House of Representatives, funds the Parliamentary Education Office, which has the responsibility of providing parliamentary education for schools.

This submission provides information on the work of the department in meeting these two responsibilities in so far as that may assist the committee with its inquiry.

While the emphasis of the committee's inquiry is on electoral education and the emphasis of this department's work is parliamentary information and education, the submission is made on the basis that many of the approaches made in relation to parliamentary education and information are capable of transfer to the area of electoral education.

Public Awareness of the Senate and its Work

The department discharges this responsibility to promote public awareness of the Senate and its work through a wide variety of mediums, including public lectures, exhibitions, printed materials and the Internet, and it does this to meet a wide range of audiences from adults to school children.

The terms of reference for the committee's inquiry has a primary focus on children and other groups with special needs such as indigenous and migrant Australians, but it is widely recognised that education is a life-long process, and that adult Australians may find themselves with the desire or need to learn more about their Parliament.

In addition, Australia's Parliament is a forum open to the public, for their observation and scrutiny. As noted in the terms of reference, an informed public which understands the parliamentary process is empowered by this knowledge to demand the best from their elected representatives and their institutions of governance.

To this end, the Department discharges its responsibility for communicating knowledge about the Senate in particular and the Parliament in general to Australians of all ages. In addition, it provides a rich source of materials for teachers, media and other communicators who wish to be able to inform others about the Parliament and the Senate. The Department does this through a variety of officers and has some offices devoted to this task including a Research Section and the Parliamentary Education Office.

In order to fulfill its objectives of disseminating knowledge about the Parliament and the Senate, the Department uses its Research Section to undertake four categories of tasks:

- production of publications
- hosting of seminars and lectures
- management of exhibitions or static displays, and
- hosting of groups with a special interest.

The Department has over the years released a substantial number of publications and will continue to do so. Many of those publications are available free of charge as a service to the Australian community, and in order to ensure that access to information about the Parliament is not limited by capacity to pay. A full list of publications is at attachment A. Many of these publications have been available in printed form for many years. To both increase public access and availability of the publications and to reduce their cost to the public, the Department has made most of this information available on the Internet on its webpage at www.aph.gov.au.

A short description of some of the publications follows. A survey of their titles indicates their value for any student wishing to learn more about the Commonwealth Parliament. They aim to provide the foundation on which a community's knowledge, understanding and appreciation of parliamentary government can grow.

Senate Briefs

The Department publishes a series of 16 briefs on Senate procedure. Each brief focuses on a single aspect of the Senate and provides substantial detail. Together, they cover a broad range of topics relating directly to the Senate. The topics are:

- Electing Australia's Senators
- The Opening of Parliament
- Women in the Senate
- Senate Committees
- Consideration of Estimates by Senate Legislation Committees
- The President of the Senate
- Disagreement Between the Houses
- The Senate and Legislation
- The Origins of the Senate
- The Role of the Senate
- Parliamentary Privilege
- Questions
- The Rights and Responsibilities of Witnesses before Senate Committees
- Ministers in the Senate
- The Clerk of the Senate and other Senate Officers (forthcoming)
- The Usher of the Black Rod (forthcoming)

The target audience for the briefs are students, and those who want in-depth information on the Senate. The next step, for those who want more detailed knowledge, would be to consult *Odgers' Australian Senate Practice*. However a

student who began with the briefs would be likely to find what they need in *Odgers* much more easily.

The briefs are given as handouts at seminars, as well as by senators and staff to interested members of the public. Copies of the briefs can be obtained from the Research Section and they are also available on the Parliament House website at <http://www.aph.gov.au/Senate/pubs/briefs/index.htm>

The briefs have recently been updated. Briefs on further topics will be released in response to demand for information. Previously, while the briefs have been available on the Internet, they have only been available as PDF versions of the paper briefs. The new Internet briefs have been specifically designed for display online, and include hyperlinks to allow for more interaction and easier access to other resources on the Parliament House website.

Papers on Parliament

The Senate journal *Papers on Parliament* has been published by the Department of the Senate since April 1988. Originally a vehicle for discussion and dissemination of issues by senior Senate staff, it has developed over the years into a platform for the exploration of parliamentary and governance issues by many prominent Australian speakers and writers. To January 2006, there have been 44 issues.

The development of *Papers on Parliament* has run parallel to the development of the Senate Occasional Lecture series. Lectures in this series have been consistently published in the journal. Many distinguished academics, former politicians, journalists, public servants, lawyers and overseas visitors have had their lectures, together with a transcript of the question and answer sessions traditionally held at the end of the lecture, published in this way.

Senate lectures, however, are not the only source of material for the journal. It continues to provide an avenue for publication for the Clerk and other Senate officers. Issue 43, for example, consisted entirely of a detailed analysis of the reference of bills to Senate committees, written by the Clerk Assistant (Committees) and another Senate officer. There have also been a range of special issues in which papers have been drawn from a particular event or commemoration. Examples of these are issues 12 and 34, proceedings of conferences on Senate committees and on 50 years of proportional representation voting for the Senate, and a forthcoming issue on a seminar on Senate superannuation committees. Issue 32 published papers of a centenary of federation conference. Issue 17 brought together papers on women in Parliament, and issue 37 published lectures and other material relating to the one hundredth anniversary of the Australian Parliament.

Papers on Parliament is printed in house and issued free of charge. It is distributed to a mailing list of about 700, and then issued to anyone who requests it. All issues are available in electronic form through the Senate web page. It is deposited in the National Library where it is selectively indexed for the APAIS data base, and to the Parliamentary Library, where it is indexed and abstracted. It is available in a range of research libraries in Australia and overseas. Papers in the journal are cited very extensively in the literature relating to its area of coverage.

Papers on Parliament now provides a body of work on Australian constitutional governance and parliamentary issues, covering a period of 18 years. It is regarded as an authoritative and reliable source of scholarly information about the Senate and the Parliament and a valuable point of reference for students of the Senate and the Parliament.

Substantial publications

From time to time the Department has published one-off publications on topics relating to the Parliament and the Senate. These are available for sale through the Department, and are also on sale at the Parliament House shop.

Platypus and Parliament by Stanley Bach
Canberra, Department of the Senate, 2003

Dr Stanley Bach, a former legislative specialist with the Congressional Research Service, completed work on this monograph while he held a Senate fellowship, in 2002. The book was edited, designed and indexed in the Research Section of the Senate. It is a detailed analysis of how the Australian Senate works in theory and practice, from the perspective of a foreign visitor.

Can Responsible Government Survive in Australia? 2nd ed., by David Hamer
Canberra, Department of the Senate, 2004

A new edition of a work by former senator, Deputy President of the Senate and member of the House of Representatives, first published in 1994. This book was edited and designed by the Research Section of the Department of the Senate, and printed by the Senate Printing Unit. It provides a systematic examination and comparison of the powers and functioning of twenty Commonwealth legislatures.

Business of the Senate 1901-1906 and 1906-1910. Canberra, Department of the Senate, 1999, 2004.

The first two volumes in an historical series which aims to inform the reader about the workings of the early Senate by the summary and analysis of Senate business.

A Nation at Last: The Story of Federation by Kathleen Dermody. Canberra, Department of the Senate, 1997.

Based on a Senate exhibition of the same name, this publication is a history of events leading to Australian federation in 1901. Written for a general audience, it is extensively illustrated.

Trust the Women. Women in Federal Parliament by Ann Millar.
Canberra, Department of the Senate, 1994.

A history of the attainment of the vote and the right to sit in federal Parliament by Australian women, this book also contains brief biographies of female federal parliamentarians up to 1993.

Many requests for information about the Parliament which the Department receives from school and tertiary students have been satisfactorily answered by directing the inquiries to these publications.

Publications by officers

Senate officers published articles on parliamentary matters in relevant journals. Attachment B is a list extracted from the department's annual report for 2004-05.

Update

Update, which has been produced since 1992, is a bibliographical publication which lists material of interest to the Senate. An officer of the Research Section surveys the academic literature and media from Australia and overseas in order to provide a summary of available, useful information. *Update* contains citations of articles, reviews, judgments, radio and television transcripts as well as books.

The initial audience for *Update*, and still its primary audience, consists of senators, their staff, and departmental officers. It is therefore mostly concerned with parliamentary and constitutional issues. *Update* was first produced in 1992 for distribution in the Senate. Today it is widely distributed to state parliaments, universities and other scholarly institutions, free of charge. There are between 1200 and 1500 requests per annum for copies of listed articles. *Update* is regarded as an important research and study resource tool for Senate staff as well as other parties concerned with Parliament.

Seminars and Lectures

In addition to providing a substantial quantity of written material on the Senate, the Research Section organises a series of seminars and lectures on topics related to Parliament and politics. The seminars are usually offered on a fee-for-service basis, but the lecture series is offered to the public free of charge and is well attended by members of the public and casual visitors to Parliament House.

Seminars

The Research Section of the Procedure Office delivers a seminar program on the work of the Senate for public servants and various agencies. The seminars were originally developed by the department in response to a general lack of knowledge about the operations of the Senate and the Parliament and then were enhanced in response to resolutions of the Senate requiring public servants to learn more about the function and operations of the Parliament.

The keynote program, called *The Senate and the Legislative Process – An Introduction to the Senate*, offers a full day seminar designed to provide an introduction and general overview of the Australian system of government and the role of the Senate. This particular seminar is recommended for new public servants and is now utilised by many government departments and agencies as part of their induction programs for new recruits.

Half-day seminars are also offered. These seminars focus in more detail on the operational and procedural aspects of the Senate and its committees. The half-day seminars include: *The Budget and the Senate estimates process*; *Senate committees*; *Getting bills through the Senate*; and *Legislative scrutiny*. One seminar, *Parliament, privilege and accountability*, is specifically designed for Senior Executive Service officers and focuses on the accountability of public servants.

Both the full-day and half-day seminars take place at Parliament House. All presentations at all seminars are made by senior Senate departmental officers who specialise in the areas they present to the seminars.

The seminar program also offers seminars particularly designed to meet the needs of particular organisations. These are often provided to specific public service departments, or to other groups, such as the Australian Rural Leadership Program and the Journalists Fellowship Program (for rural journalists), conducted in co-operation with the Department of Industry, Tourism and Resources and the Minerals Council of Australia. These seminars are held within Parliament House or at an offsite venue arranged by the relevant organisation.

In addition to formal seminars, briefings ranging in duration from one hour to half days are arranged on request for a variety of individuals, such as academics and doctoral candidates, and groups representing organisations, including private companies. The Senate annual report 2004-05 reported that 1,117 people attended 37 seminars in that financial year.

Occasional Lectures

The Research Section conducts approximately ten occasional lectures each year. These lectures are directed towards the general public and attract a wide range of people, from retirees to university students. The lecturers are a diverse group and while most of them come from Australia, lecturers from Canada, Scotland, Switzerland, New Zealand, and the United States of America have taken part in the series.

The Department has been very fortunate over the years to have had some very eminent lecturers, including former Governors-General (Sir Zelman Cowen, Sir Ninian Stephen), a current High Court Judge (Justice Michael Kirby), and dozens of former parliamentarians and respected political science, law, and other academics. The list of former lecturers is now sufficiently distinguished that the Department is able to continue to attract outstanding lecturers.

Lecturers receive assistance with travel and accommodation, and sometimes a small honorarium, but in substance they give their time and efforts for free.

The text of each lecture, together with a transcript of the question and answer session which follows the lecture, is published in the department's journal *Papers on Parliament*. This journal is available in printed copy and on the Senate website. The lectures are usually held in the Main Committee Room or the Parliamentary Theatre during Friday lunchtimes and attract a very appreciative audience.

The Richard Baker Senate Prize

The Richard Baker Senate Prize was initiated by the current President of the Senate, Senator Paul Calvert. The prize is awarded annually and seeks to promote knowledge of the Australian Senate and its work. The prize is named in honour of the first President of the Australian Senate, Senator Richard Baker.

The prize is awarded for the best essay, article, thesis, dissertation, book or piece of journalism (including items prepared for broadcast in the electronic media) on the Australian Senate.

Entrants are judged by a panel appointed by the President and consisting of senators, a Senate officer and the Parliamentary Librarian.

The prize is an amount of \$3,000 if there is one winner, or \$2,000 each if there are joint winners.

Former winners of the prize are;

2003 Bach, Dr Stanley, *Platypus and Parliament: the Australian Senate in Theory and Practice.*

Burgess, Verona – for her work as a commentator on the Senate and the Parliament in the *Canberra Times*.

2004 Bachelard, Dr Sarah, *Executive Accountability in the "Children Overboard" Affair.*

Hancock, Dr Ian, *The VIP Affair: The causes, course and consequences of a Ministerial and Public Service Cover-up.*

2005 Holland, Dr Ian, *Reforming the conventions regarding parliamentary scrutiny of ministerial actions.*

Burton, Kate, *Scrutiny or Secrecy? Committee Oversight of Foreign Policy.*

Static displays and exhibitions

Parliament House is a public building, and an important attraction in Canberra. It is vitally important to the continued health of Australian democracy, that any citizen, indeed, any person, should be able to come to the building and attend the galleries of the chambers and the committee rooms. On present estimates, around 900,000 people per annum come to Parliament House.

It is reasonable to assume that people come to Parliament House because they have some interest in Parliament. Many of those who come to Parliament House may have relatively little knowledge of how the Parliament or the political system operates. Their attendance at Parliament House is therefore the perfect opportunity to provide them with knowledge about Parliament.

Public Exhibitions

The Department of the Senate offers a number of public displays in Parliament House. The exhibitions endeavour to increase each individual's understanding of their role in

the political process, how the political system works, and the historical context out of which it arose. Displays are designed to be visually interesting, informative, and easy to comprehend, in order to maximise the amount of information absorbed by the viewer. Exhibitions are considered an important and effective means of enhancing people's understanding of Australia's political system, and consequently, the Research Section puts a great deal of effort into ensuring that its exhibitions are focussed and pertinent.

The exhibitions program has been in place since 1988 and has included exhibitions on the *Senate committee system*, *The Story of Parliament*, a series of exhibitions leading up to the centenary of federation, and currently include:

Women in Federal Parliament, which includes pictures and short biographical information about all of the women who have served in federal Parliament since 1901. Many of the women parliamentarians have chosen informal photographs rather than posed, official photographs. Consequently the display gives an insight into the diversity of the remarkable women who have been elected to the Australian Parliament over the decades.

For Peace, Order, and Good Government, which tells the story of federation and how our first Parliament came into being. It also covers the first federal election in some detail. This exhibition will be progressively redesigned in the coming year.

The Story of Parliament, in Members' Hall, which consists of several dozen panels explaining various topics relating to Parliament and government, including voting and elections.

The Senate, in the lobby space immediately outside the Senate Chamber, which explains the role and functions of the Senate, and the work of senators. This exhibition will be completely upgraded during 2006.

Parliament House Open Day

The Senate Department participates in Parliament House Open Day every year. This provides a valuable opportunity to inform the public about what the Senate is, what it does and about the work of Senators.

In the past, the Senate display has included information on the current composition of the Senate, the work of committees, the legislative process, the work of senators outside the chamber, various documents and historical events of political importance, as well as video footage of the chamber and committees at work.

People also often collect brochures and other publications about the Senate during the course of the day, which ensures that visitors have access to detailed information on the Senate once they have departed the building. Open Day attracts a large number of visitors, and gives them the opportunity to speak with departmental officers about the work of the Senate. The department utilises Open Day as an opportunity to illustrate the role of the Senate in the political system to visitors. The Parliamentary Education Office also staffs a separate kiosk on Open Day to display its operations (see below). Bookmarks, balloons, colourful brochures and the like, designed to appeal to visitors of school age, are also given away.

Programs for groups with a special interest

The activities listed above (with the exception of some seminars) are available to any member of the public, usually free of charge. In addition, the department undertakes specific programs for visitors from foreign parliaments, and students participating in the Australian National Internship Program.

Visiting Parliamentarians

The Senate is frequently visited by foreign parliamentarians, parliamentary officers and others wishing to observe the Senate generally or to familiarise themselves with particular aspects of its work.

The Research Section is responsible for coordinating these visits and arranging programs which optimise the time spent by these groups observing the Senate and its committee system. In past years, groups from Canada, the Czech Republic, East Timor, Indonesia, Kiribati, Korea, Kuwait, Lesotho, Namibia, People's Republic of China, South Africa, Thailand, Tonga, the United Kingdom, Vietnam and Zambia have participated in programs specifically designed to meet their particular requirements.

The department also releases officers to undertake training for members and staff of other parliaments, which in recent times have included Papua New Guinea, Vanuatu, the Cook Islands and Niue.

In recent times the Senate Research Section has also been heavily involved in working with the Indonesian Upper House, the *Dewan Perwakilan Daerah* (DPD), in a continuing process whereby both members of Parliament and officers from Indonesia have been hosted, and a departmental officer has travelled to Indonesia to conduct training there. This co-operative program recently led to the DPD holding its first parliamentary hearings, similar to the Senate committee process, contributing to the development of the 2006 Indonesian budget.

Since 2000 the Senate Department has jointly sponsored with the Department of the House of Representatives the Inter-Parliamentary Study Program. The program is held over a two week period annually and attended by a small number of senior parliamentary officials (usually about 15) from various countries. The program is held at Parliament House and provides a comprehensive introduction to Australian parliamentary systems, practice and administration.

Australian National Internships Program

Since 1993 the Federal Parliament has worked in cooperation with the Australia National Internships Program (ANIP) at the Australian National University to place interns with parliamentarians, parliamentary committees, departments and other organisations. Each semester (twice a year) approximately 40 university students are selected for internship placements. The students complete a research project on a topic negotiated between them and their placement supervisor during the time of the internship. The research projects are assessed by academic staff, and students gain credit for their internships towards their degrees at their home universities. The Departments of the Senate and the House of Representatives each perform a liaison and administrative role in support of the program. Since 1993 more than 890

university students have participated in the program. The students have come from universities all over Australia and countries such as Canada, China, Germany, Italy, Japan, Korea, Nigeria, the Philippines, Singapore, Sweden and the United States.

The Parliamentary Education Office (PEO)

Background

Early in 1984 the Presiding Officers approved a joint project of the Senate and the House of Representatives to prepare a comprehensive information kit on the Parliament for schools.

The information kit became the *Parliament Pack*, and was distributed to all primary schools in Australia in 1987. A second kit followed for secondary schools in 1988.

The *Parliament Pack* was an encyclopaedia of Parliament, presented in two categories: Parliament & People, and People in Parliament. It contained videos, broadsheets, posters, card games, resource books and role cards.

Following this, the PEO was established in 1988 to continue with the development of education resources and programs for students and teachers.

In August 1988 a discussion paper titled "Education for Active Citizenship" was tabled by a standing committee of the Senate. The paper consisted of extracts of submissions to the *Education for Active Citizenship in Australian Schools and Youth Organisations* inquiry by the committee, and its aim was to "stimulate further discussion". The report on the inquiry was tabled in the Senate in February 1989.

The PEO is located in the Department of the Senate and its staff are members of that Department. In addition to Senate departmental funding, the office receives funding support from the Department of the House of Representatives. The office produces all of its work on behalf of the Parliament as a whole.

The PEO – a Unique Experience

From these early beginnings, the PEO has developed into a unique and world-leading organisation in its delivery of programs and resources about the Parliament and its work, that caters for schools, their teachers and students. For example, the PEO regularly receives visitors from other parliaments of the world and provides training for them in approaches to parliamentary education.

Some international comparisons are of interest as follows:

Britain

In London, 9,000 students attended programs organised by the Education Unit of the British Parliament during the whole of the financial year 2004-05*

By way of comparison, the PEO in Australia taught in its professional program over 9000 students in the first three weeks of August 2005, and taught over nine times that volume of students, 82000, for the year 2004-05.

The work of the PEO internationally has also been noted, for example, the Hansard Society Commission in the United Kingdom has in its 2005 publication *Members Only?: Parliament in the Public Eye*, made positive reference to the PEO and the frequency of its student participation in role play, and reported a sample of PEO's other programs (p59). The Parliamentary Education Unit in the UK Parliament has regularly stayed in touch with the PEO since it began to overhaul its operation in 2005. The UK Parliament has since taken steps towards engaging more fully trained and experienced staff to expand the UK education program and to increase its effectiveness.

*Source: House of Commons Commission - Twenty-Seventh Annual Report 2004-05 (Section 154)

Canada

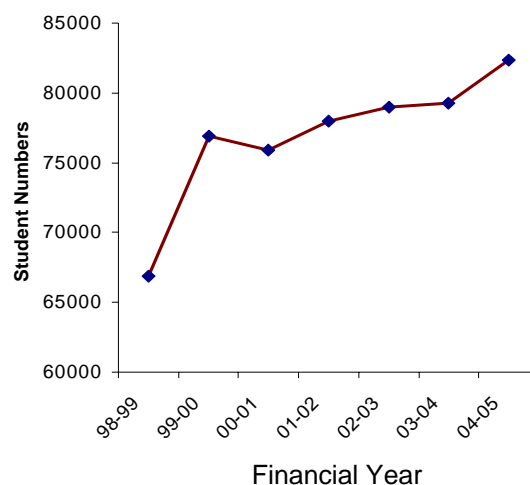
Canada values the parliamentary education of its junior citizens and as such invests substantially in its education programs, both on-site and in the Provinces. One of its flagship programs is the *Teachers Institute on Canadian Parliamentary Democracy*. Each year for one week, seventy teachers are competitively selected for an intensive professional development program in Ottawa, fully funded by the Canadian Parliament. The cost for the five day program in 2005 was \$CAD213,867.79.

After salaries, the PEO expects its expenditure for all programs for the financial year 2005-06 to be approximately AUD\$150,000.

The PEO Programs

One of the PEO programs is a *one hour role-play* for students visiting Parliament House, of whom eighty percent are in their final year of primary schooling. This program had its beginnings in the Provisional Parliament House before 1988.

For approximately the last three years the PEO role play program at Parliament House has operated at almost maximum capacity during the school year. In 2004-05 over 82,000 school students from each state and territory undertook this program in 2,418 classes. Projections (at 18 May 2006) suggest that there will be almost 82,000 students once again in 2,414 classes completing the program by the end of this financial year, 30 June 2006.



The graph indicates student visits undertaking the role-play program at Parliament House since comprehensive data became available in 1998.

Since 1998-99 the PEO has educated, at Parliament House alone, over 600,000 students, many of whom are now adults. By 2010, PEO expects to meet its one millionth student.

While the graph indicates the major expansion in numbers of students attending, the program is now at capacity as the finite limit on future expansion is the lack of availability of more classrooms in what is already a busy functioning Parliament House.

The alternative directions for expansion being used by the PEO are through its outreach program and increasingly, the web.

The Methodology of Role-Play

Role-plays were developed by the PEO so that students visiting the Parliament experience parliamentary decision-making – the Parliament at work. Schools book sessions in the PEO Education Centre, a purposely fitted-out committee room that simulates the Senate or House of Representatives chamber, and students take on the role of federal members or senators debating a bill in the "chamber". Engaging students in this way conveys the basics of parliamentary concepts and processes accurately and engagingly. These role-plays have been so successful that most of the PEO programs are based on this hands-on learning methodology.

PEO Resources

- *Parliament Stack*

To assist students in understanding the concept of representation, the PEO, in 1991, designed for the role-play a special computer program that presented, on a large screen, electoral information about the Senate and the House of Representatives – state and electorate details about the people, industries, population distribution, geography, etc. This resource, known as the *Parliament Stack* because of its versatility and accessibility through clever "stacking" of data, compiled information from the Electoral Commission, the Bureau of Statistics and Parliament. With the development of the Internet these departments published their own data and the *Parliament Stack* was discontinued.

The *Parliament Stack* was also sold to schools on CD ROM.

- *PEO Website*

Beginning as a series of files loaded onto a PC linked to the Internet by telephone in 1996, the PEO website now receives approximately 20,000 inquiries per month for many of its resources. In February 2006 there were over 24,000 visits to the website to view more than 88,000 pages.

To keep pace with the changing learning technologies familiar with students in the twenty-first century, the PEO now delivers new resources on-line through moving images and interactive programs. The latest program is *KidsView*, in which young people learn about the basic concepts of Australia's parliamentary democracy.

- *Cockatoo Island*

Cockatoo Island is a purchasable kit that introduces young children (from 6 to 10 years old) to a parliament where birds rule the roost through their democratically elected representatives. After the students "become birds" and establish the need for representation and a place to discuss and solve particular problems, the resource ends with the statement "*Let the Parliament Begin*". This is the springboard to further classroom role-plays where bills and issues can be investigated and debated by these students in subsequent years.

- *Parliament of Wizards*

This project is currently in preparation and almost ready for production as a purchasable CD. It introduces upper primary school students to the world of Parliament through the popular medium of imagination and magic where, in role, students create their own wizard parliament and debate bills related to the world of magic. As part of its evaluation and preparation for final approval, it was released in trial format in May 2006.

Other PEO Programs

- *Teaching the Teacher*

The PEO cannot educate the three million plus school students in Australia on its own, and not all, in fact only 2.5% of the student population, will in any one year visit their national Parliament.

This outreach program is for teachers and their students in classrooms across the country, in which teachers learn how to use the role-plays to learn about Parliament. The program has been further developed to show teachers that the workings of Parliament can be used as a teaching methodology in other areas of the curriculum. Recently the PEO has targeted pre-service teachers studying in university towards a teaching qualification. The PEO establishes parliamentary programs in local schools for these pre-service teachers, in their internship, to learn how to use the Parliament as a teaching methodology. The following year the interns take this practical teaching strategy with them into their first classroom.

- *Pathways to Parliament*

In 2006 the PEO commenced a special parliamentary teacher professional development program, where schools host the PEO to demonstrate role-plays and other PEO resources to teachers from nearby cluster schools. It has a focus on large groups of teachers in order to generate a multiplication effect in the schools.

- *Fellowships*

Since 1991 the PEO has conducted a fellowship program. In recent times professional educators (and sometimes journalists) from all over Australia spend a week, as guests of the PEO, being immersed in the whole parliamentary experience of a sitting week to enhance their understanding of the Parliament.

- *TAFE and ESL Programs*

The PEO delivers programs for students in TAFEs and colleges studying in the community education and welfare sectors, as part of their course work in understanding how our democratic system of governance works.

Partnership programs

- *Rotary Adventure in Citizenship*

Local Rotary clubs across Australia fund fifty selected year 11 students to visit Canberra under a hosting scheme to participate in programs mostly conducted by the PEO and related directly to Parliament and citizenship. The PEO utilises the Australian Electoral Commission to run a ballot in one of the activities.

- *Talk Back Classroom*

Developed through the 1990's, this program involves a partnership between the National Museum of Australia and the PEO. Selected senior students are briefed about the operations of Parliament and government, and prepared to take part in a recorded program in front of a studio audience, where they interview distinguished guests on current topics.

- *Senators and Members*

The PEO created the *Despatch Box*, a purchasable resource for parliamentarians to use when visiting schools and other constituents. The box contains items designed to create interest in the role and operation of Parliament. Approximately 20 have been sold since 2004.

Future Developments

- *Website*

The new website will include more facts sheets, frequently asked questions, teacher resources including lesson plans, a new friends and partners section, more student resources about Parliament, and a special section for senators' and members' interests.

- *Senators' and members' focus*

This series of resources designed to inform parliamentarians about the PEO's operations, programs and resources, as well as to assist them in informing their constituents about Parliament, and to continue to engage them in PEO programs wherever possible.

Staffing and Funding

The PEO has as at 2006:

- a staff comprising 9 full-time personnel and 10 casual staff comprising a combination of administrators, managers, former teachers and creative artists;
- funding invested mostly in staffing skills and qualities, with local control over outcomes;
- an overall budget of \$1.2million, with 88% of that budget devoted to salaries.



Conclusion

The committee's inquiry has as its focus electoral education. This submission has been forwarded to the committee to show the strategies, opportunities and methods used to assist in a parallel field, parliamentary information and education. The committee may find the idea of transferring or adopting some of these strategies, opportunities and methods to the area of electoral education useful.

Department of the Senate
May 2006


Attachment A



Extract – Senate Annual Report 2004-05 Senate and departmental publications



The Department of the Senate maintained and updated an extensive catalogue of ongoing publications during 2004–05, as listed by category below. Documents which are publicly available on the Senate website or the Parliamentary Education Office website are marked with the symbol . Documents which are available in hard copy are marked with the symbol . Contact details for each publication area are also listed.



Subject area



The work and procedures of the Senate



A guide to services, entitlements and facilities for senators 
(information for senators and their support staff, also available on the departmental intranet)



Bills List and Daily Bills Update  
(details of the status of bills before the Parliament)



Brief Guides to Senate Procedure, Nos 1–21  
(practical guides to common practices and procedures)


Business of the Senate  
(a comprehensive summary of business)


Journals of the Senate  
(the minutes of chamber proceedings)



List of Senators  
(details of senators' contact information, terms of service and state and party representation)



Odgers' Australian Senate Practice, eleventh edition  
(a comprehensive procedural reference work)



Order of Business  
(the Senate 'Red' or daily program)



Pocket Guide to Senate Procedure 
(a consolidation of the *Brief Guides*)

Preparing Private Senators' Bills, Explanatory Memoranda and Second Reading Speeches: A Guide for Senators 
(information about legislation for senators and their support staff, also available on the departmental intranet)



Privileges Committee 107th Report—Parliamentary Privilege: Precedents, Procedures and Practice in the Australian Senate 1966–2002  



Procedural Information Bulletin  
(a regular digest of events of procedural significance)

Questions on Notice Summary  
(a statistical analysis of questions placed on notice by senators)



Senate Briefs, Nos 1–14  
(general introductions to aspects of the Senate, including elections, legislation, parliamentary privilege, the committee system and ministers in the Senate)


Senate Daily Summary 
(a daily digest of Senate business)

Senate Notice Paper  
(the Senate’s daily agenda)

Senate Statistical Summary  
(weekly statistics on Senate business)


Senators’ Guide to Procedures 

Standing Orders and Other Orders of the Senate  
(rules and resolutions governing the Senate’s proceedings)



Statsnet 
(on-line statistical databases)


The work and procedures of Senate committees


A Handbook for Senators’ Staff
(an outline of Senate committee operations and procedures for staff and senators, available on the departmental intranet)

Bills referred to committees 
(an up-to-date list of bills referred to committees)


Business of Committees  
(the Senate committee ‘Red’ or daily program)


Consolidated Register of Senate Committee Reports
(1970–2004 and annual supplements)  
(a list of committee reports presented to the Senate since 1970)


Delegated Legislation Monitor 
(information on every disallowable legislative and non-legislative instrument tabled in the Senate)




Disallowance Alert 
(an updated list of disallowance actions initiated by the Regulations and Ordinances Committee and individual senators, together with outcomes)




Guidelines for Committee Chairs
(a procedural handbook for chairs of committees—available on the departmental intranet site)




How to Make a Submission to a Senate Committee Inquiry 


Notes for Guidance of Witnesses appearing before Senate Committees 


Procedures to be observed by Senate Committees for the Protection of Witnesses 
(three types of information for members of the public with an interest in participating in the work of Senate committees)




Public Hearings/Meetings   
(a forward program of scheduled meetings)

Scrutiny of Bills Committee Alert Digests   
(a document which notifies senators and members of the public about issues arising in relation to bills and acts)


Scrutiny of Bills Committee Reports   
(the committee's observations and recommendations in relation to bills and acts)



Scrutiny of Disallowable Instruments 
(a list of disallowable legislative and non-legislative instruments on which the Regulations and Ordinances Committee has raised concerns)

Senate Disallowable Instruments List 
(a listing of tabled instruments for which disallowance motions may be moved in the Senate, published for each sitting)


Work of Committees   
(a comprehensive summary of committee business)




**Parliamentary,
constitutional and
historical information**


1903–2003: One Hundred Years of Women's Suffrage in Australia 
(poster commemorating the 100th anniversary of the first federal election at which women of all Australian states voted)




A Nation at Last: the Story of Federation  
(the book based on the exhibition of the same name)


Australia's Parliament 
(a visitor guide, available in English and multilingual editions)


Business of the Senate 1901–1910 (two volumes) 
(commemorative issues relating to the first parliaments)


Can Responsible Government Survive in Australia?
David Hamer, revised edition, 2004   
(a comparative study of the powers and procedures of 20 commonwealth legislatures, by a former senator and member)


Eureka and the Prerogative of the People, John Molony, 2004 
(booklet commemorating the 150th anniversary of the Eureka Stockade rebellion)


Papers on Parliament, Nos 1–43   
(the department's journal, which publishes the texts of occasional lectures and other essays)


Platypus and Parliament: The Australian Senate in Theory and Practice, Stanley Bach, 2003 
(a comprehensive analysis of the Senate by a former Senate Fellow)


Questions and Answers on the Commonwealth Parliament 
(a general reference book about the Commonwealth Parliament)

Records of the Australasian Federal Conventions of the 1890s 
(the complete transcripts of the founding debates of the nation)


Records of the Centenary of Federation Joint Commemorative Meeting of the Senate and the House of Representatives, 9 May 2001, and of the Sitting of the Senate, 10 May 2001 



Senate Legislative and General Purpose Standing Committees—The First 20 Years, 1970–1990 
(a general history of the Senate's committee system)


Senate Standing Committee on Legal and Constitutional Affairs—The Twentieth Anniversary of the Committee 
(a general history of one committee)



The Biographical Dictionary of the Australian Senate 
(a multi-volume work of reference on Australia's senators; Volume 1 covers the period 1901–1929, Volume 2 covers the period 1929–1962)


**Parliamentary
Education Office
(PEO)
information for
schools, teachers,
and students**


A Federation Musical 
(a play written by a PEO fellow as a Centenary of Federation project and set to music)


And SOSE say all of us (full report ) (executive summary )
(summary report from the 2003 Conference into the Studies of Society and Environment Curriculum)


A Short History of Parliament 
(origins and development of the Australian Parliament)


Australia's Constitution  
(a pocket-sized edition of the Constitution)

Cockatoo Island 
(a teaching resource for lower primary school)


Comparison of US and Australian Federal Legislatures 
(a resource for high-school students)

Elections 2004  (archived)
(a simple guide to the 2004 election)

Fact Sheet series 
(nine titles on aspects of parliamentary government for primary and junior secondary school students)


Fact Sheets on Parliament 
(seven downloadable titles on aspects of parliamentary government for primary and junior secondary school students)

Facts about Parliament 
(a general information resource)


FAQ: Questions and Answers about Australia's Parliament 
(a general information resource)

Glossary 

(a guide to parliamentary vocabulary)

House at Work: ordinary people in an extraordinary building 

(original compositions by people working in Parliament House)

Immigration Restriction Act 1901 


(a role-play based on historical speeches)

Kidsview 


(interactive resources for primary school students)

Our Constitution 

(a booklet and teacher's resource about the Australian Constitution for students in years 7–9)

Parliament House: The Building 


(an in-depth look at the building)

Parliamentary Government in Australia 

(a student's guide to the Commonwealth Parliament)

Peeling Back Parliament 

(a resource for upper primary and lower secondary school teachers and their students)

PEO Profiler  (archived)

(a discontinued PEO newsletter)

Poster of House of Representatives Chamber 


Poster of Senate Chamber 

Project on Parliament 

(resources to assist school students with homework and projects on Parliament)

Role-play scripts and instructions—Debating a Bill, Question Time, Committee of Inquiry 


(kits for running role-plays in the classroom)

Scripts, Speeches and Suggestions 


(notes for teachers on running follow-up programs in the classroom after visiting Parliament House)

Systems of Government 

(poster comparing the systems of government of Australia, the United Kingdom and the United States)

The Prime Minister and Parliament 


(a fact sheet outlining the Prime Minister's main parliamentary tasks)


Timeline of events leading to Federation 


(a summary of major dates and events in the 50 years before Federation)


The Customs Tariff Acts 1901 and 1999 


(two role-plays comparing the passage of two acts)


The House of Representatives Photo and Seating Plan 
(includes a photo of the House of Representatives chamber, an indication of party numbers and a seating plan for the Forty-first Parliament)


The Senate Photo and Seating Plan 
(includes a photo of the Senate Chamber, an indication of party numbers and a seating plan for the Forty-first Parliament)


The Tom Roberts painting and the opening of the first Commonwealth Parliament 
(resources about the opening of the First Parliament)

Two Way Street Magazine  (discontinued; back issues archived on website)
(a resource for middle and upper level secondary school students that explores current issues)

Units of Work 
(downloadable resources about parliamentary government for primary school teachers)

Unravelling the Parliamentary Role Play 
(a publication to assist teachers who have seen the role-play program at Parliament House to replicate it in the classroom)

Useful Websites 
(a list of on-line resources that would be useful for teachers and students)

You and your ... series  (archived)
(downloadable adult education resources providing information on local and state government, federal voting, democracy, law-making processes and federal government, and a glossary)

Attachment B

Extract – Senate Annual Report 2004-05 Public awareness activities undertaken by departmental officers

During 2004–05, the Clerk and other senior officers made presentations to various groups of interested people, such as:

- parliamentary officers and interns
- visitors' guides at Parliament House and Old Parliament House
- parliamentary committees
- overseas visitors, including parliamentary delegations
- individual members of Parliament and their staff
- participants in the Australian Defence Force Parliamentary Program, the Australian Rural Leadership Program, and the Australian Public Service Commission Senior Executive Service Orientation Program.

Senior officers also conducted professional development seminars for new senators, senators' staff, staff from a wide range of Australian Public Service agencies, and departmental staff participating in the PEP UP and STEP UP programs.

The Clerk Assistant (Procedure) gave specialised presentations on the powers, procedures and operations of the Senate and its committees, to audiences from:

- academic institutions, including the Australian National University Legal Workshop and the Parliamentary–University Partnership Program
- the Australian Public Service Commission Senior Women in Management Program
- the Department of Foreign Affairs and Trade Leadership and Development Program for Locally Engaged Staff
- the Ho Chi Minh National Political Academy
- an Australian Political Exchange Council delegation from the United States
- the Chinese Vice Minister for Finance and an accompanying delegation
- the Australian Electoral Commission Executive Level Leadership Program
- a Vietnamese National Assembly staff study tour
- Telstra (on appearing before estimates committees)
- the Australian Broadcasting Corporation (on Parliament, privilege and accountability)
- the Office of Parliamentary Counsel (on legislative procedures for drafters)
- new members of the Niue Assembly, in Niue (a one-week training seminar)
- the Deputy Chairman, and members and staff of the Indonesian Senate (an intensive one-week program).

Departmental officers also presented and published papers on the powers, procedures and operations of the Senate or related issues, as shown in the following table.

Papers produced by departmental officers

Clark, Geoff	'Role Play and Civics Education', Teacher	March 2005
Evans, Harry	'The traditional, the quaint and the useful: pitfalls of reforming parliamentary procedures', Thirty-fifth Presiding Officers' and Clerks' Conference, Melbourne	July 2004
	'Government advertising', submission to the Senate Finance and Public Administration References Committee	August 2004
	'Parliamentary privilege and party discipline', The Parliamentarian	2004
	'Law research and parliamentary activities: a major impact', Australian Law Librarian	September 2004
	'Statutes Amendment (Parliament Finance and Services) Bill', submission to the South Australian House of Assembly	October 2004
	'The future of the Senate committee system', Committee Bulletin	November 2004
	'Mandate theory: a bundle of fallacies', Impact	Summer 2005
	'Beware the monarchical gargoyle in our Constitution', The Canberra Times	25 February 2005
	'Unauthorised disclosure of committee proceedings', submission to the Senate Committee of Privileges	April 2005
	'The Senate after 1 July: a revolution?', Committee for Economic Development of Australia briefing	April 2005
	'Executive and Parliament', Howard's 2nd and 3rd Governments, eds. C Aulich and R Wettenhall, UNSW Press	2005
'A day spent in the public gallery would shock the founding fathers', Sydney Morning Herald	21 June 2005	

	'Abuse of majority too risky', The Australian	21 June 2005
Garnett, Ali	'Cockatoo Island and Hadedas Island: a link between Africa and Australia in parliamentary education', paper given at the Environmental Education Association of South Africa's international conference in Lusaka, Zambia	May 2005
Holland, Ian	Submission to the Senate Committee of Privileges on its inquiry into unauthorised disclosure of committee proceedings	April 2005
	Participation in 'The Australian Senate: Democratic and Federal Dimensions—Lessons for Canada?', a seminar held by the Political Science Program, Research School of Social Sciences, Australian National University	7 June 2005
Vander Wyk, John, and Lilley, Angie	'Reference of Bills to Australian Senate Committees with particular reference to the role of the Selection of Bills Committee', Papers on Parliament, No. 43, Department of the Senate	June 2005