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Best Practices and Procedures in Operating and Managing Legislative Drafting Units (LDUs) in Parliament



*Parliamentary Centre
le Centre parlementaire*

Paper Prepared for

**RWANDA MILLENNIUM CHALLENGE CORPORATION THRESHOLD
PROGRAM:
JUSTICE STRENGTHENING PROJECT**

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List of acronyms

LDU	Legislative Drafting Unit
LSU	Legislative Support Unit
MP	Member of Parliament
NCSL	National Conference of State Legislatures
NGO	Non-governmental organizations
PMB	Private Member's Bill
RMCC JSP	Rwanda Millennium Challenge Corporation Threshold Program: Justice Strengthening Project

I. Introduction and Background

a. Introduction

This is a report on best practices and procedures in operating and managing Legislative Drafting Units (LDUs) in parliament. The LDUs in parliament operate within Legislative Support Units (LSUs) which includes clerks, drafters, translators and researchers. This paper is intended to help develop, run and effectively maintain an LDU in Rwandan Parliament as part of a broader reform effort for improvement in the governance structure of the country. The paper relies partly on work carried out by experienced drafters from the National Conference of State Legislatures (NCSL) towards the establishment of an LDU in Parliament of Ghana,¹ the Australian Senate experiences and the experiences of other units which also render services to MPs. Interviews of key people whose responsibilities include managing drafting projects in Ghana were conducted.

b. Brief information on Rwanda

Rwanda is a landlocked country situated in central Africa. The country is bordered by Uganda to the north, Tanzania to the east, Burundi to the south and the Democratic Republic of Congo to the west.² In 1994, genocide occurred in Rwanda. An estimated 800,000 people died as a result of the genocide. In 2003, a new constitution was adopted by referendum by the people of Rwanda. The first post-war presidential and legislative elections were held in August and September 2003 respectively. A second presidential election was held in August 2010. The new Constitution of Rwanda established a federal system of government. The legislative arm of government has a Senate and a Chamber of Deputies. Rwanda is notably making gains in its democratic governance. Strengthening democratic governance structures such as the country's parliament is key to the long term success of democratic practice and good governance in Rwanda.

c. Parliament in Rwanda

The Senate has at least 26 members with a term of 8 years. The Chamber of Deputies has 80 members, each with a 5 year term.³ Preparing a bill for the passage into law takes a great amount of financial and human resources. Hence, the vast majority of bills in the Rwandan Parliament originate from the Executive. Very few bills including the Gender Based Violence bill originated from

¹ Report of Needs Assessment and Analysis & Suggested Operational Guide Document for an Office of Legal Services in the Parliament of Ghana Prepared for the Center for Democratic Development – Ghana By *The National Conference of State Legislatures*' Bruce Feustel and Pam Greenberg, March 2007.

² Available on http://www.gov.rw/page.php?id_rubrique=10.

members of parliament in view of the capacity constraints. The capacity needs of members of Parliament of Rwanda and other reasons discussed in this paper support a view to building and managing a legislative drafting unit in parliament.

Members of Parliament (MPs) in Rwanda like MPs in other legislatures around the globe are expected to perform legislative functions, have oversight over the executive arm of government, represent the interests of their constituents and perform constituency service. Structural and individual reasons such as limited capacity of MPs and institutional resources⁴ may militate against optimum performance by Rwandan MPs.

d. LDU in Parliament

In systems where the services of LDU in parliament are unavailable⁵, MPs are compelled to seek help to work on bills or significant amendments through drafting offices responsible to the executive branch of government. In many developing countries, drafters in the executive drafting offices are usually overworked with proposals from the executive. Drafters in the executive offices usually see their drafting priorities as requiring them to work first on proposals from the executive before attending to requests from MPs. In many instances, MPs do not have a dedicated source of funding to do background research often needed to provide information necessary to start a bill request or write their own amendments. MPs may end up seeking help from staff who have not been specifically trained for drafting duties. The problem is deeper if one considers the fact that in many developing countries, many MPs would never have seen a bill before their election. MPs may have not been trained in how to read and understand bills. LDUs therefore end up teaching MPs how to read and understand bills and legislation.

Around the globe, as more MPs seek to introduce legislation, several parliaments have established bill-drafting units. These units take ideas from MPs and translate them into parliamentary language.⁶ The units also provide a variety of legal services for MPs and Parliamentary staff including the drafting of amendments, motions and statements at the request of MPs. The drafting of Private Member's Bills (PMBs) is carried out by these units as they gain more experience in the delivery of services to their clients. Some LDUs also provide legal advice on matters affecting Parliament.

⁴ Alan Hudson and Claire Wren, *Parliamentary strengthening in developing countries*, Feb. 2007 at 15.

⁵ As at now, this is not a problem for Rwandan as both the Senate and the Chamber in the Rwandan parliament have hired staff.

⁶ *Strategies and tools for building more effective parliaments* available on www.parliamentarystrengthening.org/governancemodule/.../governmentall.pdf.

LDUs are also available for consultation on legal options for solving policy problems, legal research, and, to a lesser extent, provision of legal representation for Parliament in court cases.

e. Issues addressed in this paper and methodology of research

This paper addresses best practices and procedures in operating and managing LDUs in parliament. It reviews management issues for LDUs and the prioritization of the work of LDUs.

II. Best Practices – Management of the LDU in Parliament

An LDU in parliament must be created on some cornerstones in order to ensure efficient management and good priority setting of the unit. Some of these cornerstones are the integrity of the MP-drafter relationship, provision of good quality service to clients of the LDU, the creation of a service oriented environment and eliciting the support of leadership of parliament for the functioning of the LDU. Some of the other important considerations for the effective functioning of the LDU are the development and consistent implementation of the ground rules, thus rules of engagement governing the relationship between the LDU and its clients. Additionally, a good working relationship with other units in parliament providing services to MPs and staff of parliament must be created. An LDU in parliament must be totally committed to these cornerstones if it is to function properly. The creation of a Mission Statement incorporating these principles helps LDU staff and clients internalize them.

a. Integrity in the MP-Drafter relationship

An LDU must establish integrity of its processes in order to be useful to its clients. MPs need confidentiality to be guaranteed in their work with drafters. This is because MPs need to be sure that their ideas will not be divulged to anyone, including their political opponents, without their consent. The MP-drafter relationship has to be based on trust. If the MP does not trust the drafter, he or she will not use or consult the drafter. Typically, drafters are expected to refrain from any partisan activity. An LDU must prove that it is dedicated to helping each MP regardless of the MP's party, status or beliefs.

Experiences from other service provision units in parliament such as parliamentary research services show that the service providers must be aware of the necessary variety of politicians and their roles. This is because the way in which MPs are likely to use their services is likely to be different, from one MP to the next. To cope with the differences, the Parliamentary Library staff of Australia

commenced personal visits to each MP so as to better know the MPs and their needs. At the same time, these visits provide the opportunity for MPs to get to know their information and research specialist staff. Taking the services to the MPs and making efforts to ensure that the MPs know the service provider proved to be important in building trust between LDU staff and clients of the LDU.

b. Quality of service

MPs must be able to rely on drafters to write quality amendments and provide sound advice. In instances where quality amendments are not made, bills passed may require amendment too soon after passage of the law. This can be an embarrassment to the Parliament. It is more important to do quality work than vast amounts of work. Good quality service will compel MPs to rely on the advice and work products they get from the LDU.

c. Creating a service oriented environment

An LDU must be service-oriented and provide technically skilled assistance without any semblance of a political or policy agenda. The LDU staff must understand and thrive on working with legislators. Drafting staff should not push their own ideas for bills by suggesting them to MPs. MPs usually have plenty of ideas of their own and require an LDU to help them bring their ideas to fruition although MPs may not necessarily always know what the policy issues or solutions are. It is important that the policy decisions are made by the MP. Time must be taken to ensure this is the case. It is also important to note that MPs will sometimes find the time taken to ensure that the policy decisions are made by them frustrating. But, an LDU must be resolute in its commitment to ensuring that MPs make the policy decisions so as to protect the drafters. It must also be noted that MPs want staff that will serve them, not direct them. MPs particularly want staff with a patient and helpful attitude. MPs require people who will have the patience to de-mystify the law and any bill for them.

The service provision to MPs may be proactive as well as in response to requests. Legislative drafting functions for the Australian Senate are performed by an office called the Procedure Office. The Procedure Office works under the Department of the Legislative Council separate from the Parliamentary Services Department. The Clerk, Deputy Clerk and Clerk Assistants provide advice to members on Legislative Assembly procedure and practice. They also draft motions and minor amendments to bills. The output areas of the work of the Procedure Office are:

- The provision of legislative drafting services to non-government senators;
- Provision of secretariat support to the Regulations and Ordinances Committee and Scrutiny of Bills Committee;
- Provision of parliamentary information services to the community;
- Provision of parliamentary education services to schools, teachers and students;
- Provision of policy advice and secretariat support for the maintenance and development of inter-parliamentary relations, including the Inter-Parliamentary Union, overseas Conferences and delegations programme for senators.

In providing procedural advice and legislative drafting services to non-government senators, the Australian Procedure Office met senators' requirements by:

- Providing procedural advice to non-government senators, in response to requests and proactively;
- Providing procedural training and briefing to senators and senators' staff, in response to requests and proactively;
- Providing accurate advice, both in the chamber and for use in the chamber;
- Drafting amendments to bills, primarily for non-government senators but also for backbench government senators, as required, in response to instructions received from senators and senators' staff;
- Drafting private senators' bills for non-government senators, in response to instructions received from senators and senators' staff.

In Australia, the Parliamentary Services Department among other functions provides library, information technology, security and financial and management accounting services and advice to management and staff on all areas of human resource management.⁷

d. Setting the ground rules in a Statement of Client Services

When there is a great demand for services, clients must know and understand the limits of their requests. It is helpful to create a Statement of Client Services, which sets out in broad terms the clients' entitlement and what priorities apply. From the Australian example, Senators and Members

⁷Available at

<http://www.parliament.wa.gov.au/web/webpages.nsf/WebPages/Parliament's+Administration#Parliamentary%20Services%20Department>

have absolute priority, closely followed by their staff and the staff of Committees. Former Senators and Members, their family, members of other parliaments, other parliamentary libraries and departments of state have some entitlements; the latter on account of the reciprocal assistance the Procedure Office often gets from them.

The Statement of Client Services has the authority of a Committee of Parliament behind it. This is a Committee consisting of 14 Senators and Members chaired by the President of the Senate or the Speaker of the House of Representatives. The Committee held discussions on overuse and misuse of services. The discussions were motivated by a concern for equity of access to all MPs, the protection of the focus of services on the delivery of quality professional services and reducing undue pressure on staff.

It is important to assist staff as well as MPs understand service limits. The policy on service limits must be applied consistently to all. A Client Service entitlement matrix may be developed. LDU staff can use this matrix in their negotiation of requests with clients.

The power imbalance between MPs and LDU staff is great. Staff should make the limits clear to MPs and if the explanation is not accepted, refer the problem to their Director or to the Head. Should there be a recurring problem, this should be discussed by the Head with the MP. A typical situation in which making service limits clear to MPs will be helpful to staff is when there is a conflict between what an MP wants done and what the staff is empowered to do. For instance, the Chair of a Committee may ask for help in preparing a speech but that may be clearly outside the scope of work of the staff. Without a system to manage service limits, implementation of the Statement of Client Services will pose a challenge.

e. Support of leadership in Parliament

Leadership of Parliament has to be directly engaged in the creation of the office and functioning of any LDU. Further, the head of the office must be someone who is good at working with leaders and building strong relationships with key people. The head of the LDU must create a good working relationship with the director of legislative drafting apparatus for the executive. The head of the LDU has great responsibility for legal advice and drafting. The impact of the work is vast and the consequence of error is high. Hence, leadership must be involved to ensure that the head of the

LDU succeeds in providing the quality service MPs desire to achieve the reasons for which they are elected to Parliament.

Bipartisan support for the services of the Australian Parliamentary Information and Research Service, and the strong commitment of the service not to promote the policies of either the government or the opposition, or indeed of anyone else, provides good lessons for institutions such as LDUs which also provides services to MPs.

f. Relationship with the executive drafting office and other units in parliament

i. Relationship with the executive drafting office

It is typical for drafters from the executive drafting offices to insist that they could offer MPs any help the MPs needed when a bill is before them for consideration. Some executive drafting offices insist that Parliament makes mistakes when entering into the amendment drafting field. This is supported by an assertion that no one knows a bill like the persons who drafted it. This argument is further fortified by the fact that LDUs concentrate mainly on drafting amendments to bills originating from the offices of the executive bill drafters. It is also true that various themes and concepts are often woven into complex legislation and a casual reader of the bill is often unable to recognize all of the necessary changes that are required to properly draft an amendment.

The way to overcome these competing interests is to create an excellent working relationship with the officers of the executive drafting offices in order for the work of the LDU to be successful. For example, when a significant new piece of legislation is introduced in Parliament, it is useful for the LDU staff who will handle amendments to that bill to contact the drafter of the bill in the executive drafting office. The two should confer to the point where the LDU staff truly understands the bill to a degree of sophistication that he or she will be able to draft legally correct amendments.

ii. Relationship with Research and Library units

Increase in requests and sometimes receiving requests that could be more appropriately directed to library or archives happens in the initial periods of managing some LDUs. Research, library and archives play an important role in retrieving and managing information on which the LDU may rely for an effective drafting. There is the need to have an understanding with the library and with archives when it comes to forwarding a request to the right recipient as the users of an LDU's

service may not always know where to send a request. On some requests, the best results for the client will be achieved only if there is a co-operation between research service, library and archives and the LDU. LDUs have a common interest in cooperating with the library in promoting awareness, especially among the political advisors, of the services offered by the LDU, research and the library. LDUs, research and library units do have many concurrent tasks and interests, hence it is beneficial to share experiences, knowledge and contacts so as to establish procedures that ensure that the units keep each other updated on areas of mutual interest.

iii. Information and Communications Technology unit⁸

Information and Communications Technology (ICT) is a fundamental part of the operation of an LDU. Adequate ICT resources and services for this office can help ensure the integrity and quality of documents and assist in providing effective services to MPs.

ICT staff could develop a simple database (e.g., using Microsoft Access) to track workflow and the progress of bills and amendments. The database can provide reports to managers and could assist in determining how long various tasks should take and how tasks will be prioritized. Drafting staff also will need access to electronic versions of bills created in the executive bill drafting office. Since most proposals come from the executive drafting office, an LDU should make it a priority to establish a standard exchange format and procedures to allow for regular and timely exchanges of documents between the executive drafting office and the LDU.

Centralized ICT support helps to ensure compatibility of systems, reduce duplication of efforts, and facilitate a coordinated, cost-effective approach to planning and purchasing decisions. However, this type of structure can sometimes result in cross-departmental conflicts and negotiations over work priorities, service and support.

A parliamentary information system can provide flexibility and ease in adding, changing, and deleting information and allow information to be distributed easily in different formats—e.g., to the web, to CD-ROM, or on paper in different formats.

⁸ The Rwanda Millennium Challenge Corporation Threshold Program: Justice Strengthening Project is in the process of developing the system described in this subheading.

LDUs have to work with systems which allows for an automated control of electronic documents through their entire life cycle, from creation to retrieval to archiving. These systems should provide for workflow management from writing, revision, routing, commentary, and approval of documents. Mechanisms such as version control, access, and security features help to achieve control. This also ensures that the integrity of information is maintained, providing ways to track who makes changes, when, and what kinds of changes. The systems should also provide for continuity as changes occur in party control and in membership of the parliamentary body, through archiving and storage capabilities. The systems can include features that allow managers to monitor document input and output and the comparative workloads of employees. Employees can log in requests, track their progress to completion and save results of the work for future reference. Specific examples of some of the components of a document management system for a parliamentary drafting staff include bill tracking and status, template-based or menu-driven bill and amendment drafting, and work management tools.

In view of the resourcefulness of the ICT unit, an LDU has to cooperate and collaborate with the ICT unit to make quality service available to their clients.

g. Qualifications and skills of LDU staff

Drafters should be recruited, trained and retained. Training in academic discipline leading to professional qualification in legal drafting should be encouraged. Training on the job is also very important. An LDU is usually headed by a Chief drafter who directs the work of the LDU. He or she advises MPs, the Clerk to Parliament and others; drafts amendments, bills, motions and statements; and performs legal research.

Generally, the minimum qualifications of the head of the LDU are Bachelor of Laws (LLB) degree with 8 years of relevant professional experience or Master of Laws (LLM) degree with five years of relevant professional experience. He or she must possess extensive knowledge of the country's Constitution and laws; a thorough knowledge of general legal principles, terminology, practices and methods of legal research; extensive knowledge of Parliament and national government; extensive knowledge of legislative procedure; knowledge of standard English, including grammar, spelling, word usage and punctuation; knowledge of personnel management and budgeting. He or she must also possess the ability to plan, organize and direct work and evaluate results; ability to supervise others and also serve as their mentor; ability to analyze statutes, codes, court decisions and research

materials. The head must also have the ability to prepare and present legal opinions and draft legal and legislative documents; ability to write and speak clearly, concisely and in a well-organized manner; ability to prioritize assignments and meet deadlines under stressful conditions; ability to handle complex and comprehensive drafting and research projects. In addition, he or she must have the ability to act professionally, objectively and impartially in dealing with MPs and staff; ability to work independently and handle a variety of projects at the same time; ability to maintain confidentiality and handle politically sensitive work and ability to use computers and adapt to changing technology.

The head of the LDU is usually supported by not less than 4 drafters in small or infant LDUs. As work advances, drafters may be recruited to meet demands for services of the LDU. Drafters must possess Bachelor of Laws (LLB) degrees with 5 years of relevant professional experience or Master of Laws (LLM) with 3 years of relevant professional experience. The drafters must possess extensive knowledge of the country's Constitution and laws; thorough knowledge of general legal principles, terminology and practices and methods of legal research; knowledge of Parliament and national government; knowledge of legislative procedure; knowledge of the language in which the legislation is drafted and debated, including grammar, spelling, word usage and punctuation. Drafters must have the ability to do almost anything the head of the LDU should have the ability to do in exception of the administrative roles of the head.

The LDU must also be supported by the services of a Legal Services Secretary who will type correspondence, memoranda and reports. He or she may enter work order information and file documents. The secretary must be in a position to answer questions from MPs and staff about the status of work requests in the office. At a minimum, he or she must possess professional Secretarial Certificate and a year of relevant work experience. He or she must have the ability to type 40 words per minute.

h. Training for MPs and LDU staff

To meet the fundamental principle of quality, an LDU will have to provide or obtain extensive training for MPs and the office staff. MPs do not necessarily know how they should use the services of an LDU. The MPs usually do have a sense of what they would like to accomplish politically, but they may not have worked much with either lawyers or legislation when they start their

parliamentary careers. In addition to the educating that an LDU staff will do as a part of each work encounter, workshops for MPs so they know how to make a request for services and what services are available are useful. Usually, several workshops with relatively small class size so that MPs have an interactive experience are recommended.

The LDU staff will need advanced training from time to time, especially as they begin to draft more Private Members' Bills. The RMCC JSP has recently developed a Diploma Course in Legislative Drafting for the Institute for Legal Practice and Development in Rwanda. The conversion of the course into an e-course is under development. This will make training more readily accessible in Rwanda. Training is increasingly becoming available locally in Rwanda.

Should there be the need for training outside Rwanda, the International Law Institute in Uganda offers opportunities for training with the advantage of providing Commonwealth/English language benefits and exposure to issues and best practices in the Central/East African Community. Training in Uganda is important within the context of harmonization within the Central/East African Community.

Beyond training in Rwanda and Uganda, the annual training programme by the International Legislative Drafting Institute at Tulane University has been found to be very helpful. Previous participants from Rwanda, Uganda and Ghana confirm the usefulness of the Tulane programme. Additionally, the Commonwealth Drafting programme annually held in Accra, Ghana and the annual drafting skills development seminars organized by the National Conference of State Legislatures in the U.S. offer such training opportunities.

i. Drafting Manual

The legislative drafting manual is a country's description of best drafting practices. The manual explains the consensus opinion of the best drafters on how to conduct legislative research, how to write provisions in legislation such as definitions, purpose statements, grants of authority, prohibitions and penalties; and how to organize a draft. The manual also provides specific examples of good and bad drafting so that readers will know how to apply the general principles they learn.

The manual further includes checklists for drafters. These step-by-step directives help them conduct the necessary research and insert all necessary language in a draft. This quality control mechanism

makes sure the drafter does not omit a critical step in the process, especially when time pressures or other concerns cause the drafter to work quickly.

In the words of one of the experienced drafters interviewed for this paper, a good drafting manual sets the “ground rules” for drafting staff as well as their clients. As the drafting manual regulates the relationship between drafting staff and MPs, it has to be implemented rigorously albeit *mutatis mutandis*.

A good drafting manual promotes drafting quality. If the top drafters among all the agencies that draft legislation gather, discuss and debate best drafting practices, the best practices described in their manual will promote a uniform and consistent drafting style in that state or country. The manual will also serve as a teaching tool for new drafters. Although nothing replaces the need for individual supervision and review, a good drafting manual ensures that the new drafter will have proper guidelines. The experienced drafter benefits too, as the manual provides guidance when this drafter is given assignments outside of his or her normal subject matter areas. Most of all, however, the process of creating a drafting manual encourages communication and intellectual rigor among the best drafters, which will focus their thinking on what constitutes good drafting.

Without a drafting manual, drafters tend to develop divergent writing styles. Two drafters faced with the same request for legislation may produce two very different drafts. The lack of consistency will confuse readers. Clients will not be sure if the two different provisions mean the same thing. With a drafting manual to guide them, two drafters with similar requests for legislation will produce two very similar drafts. Typical topics for a drafting manual include:

- Process for taking drafting requests and key questions for drafters to ask MPs;
- Research options and best practices;
- Drafting style;
- Organization;
- Statutory construction;
- Definitions;
- Penalties;
- Effective dates;

- Creating a new ministry or program;
- Appropriations, and
- Remedial legislation.

As the contents of a good drafting manual set standards for good quality drafting, drafting staff and their potential clients must be trained on this manual once it is developed. The RMCC JSP is developing a drafting manual which should take care of the contents of this subheading.

III. Best practices: Prioritizing work of the LDU in parliament

There are over 106 potential clients (members of the legislature of Rwanda and parliamentary staff) who could generate a huge volume of work for the LDU in parliament. The LDU therefore has to prioritize in order to meet the needs of its clients. In 2007, after considering interview results (interviewees included MPs, parliamentary staff, NGO representatives and drafters of the Attorney General Office, the author of this paper, etc) and applying their knowledge of drafting offices in various “young” legislatures, a team of Consultants from the National Conference of State Legislatures recommended the following hierarchy of duties for the Parliament of Ghana Office of Legal Services:

a. Highest Priority

- Drafting amendments, motions and statements at the request of MPs (including necessary research);
- Teaching MPs how to read and understand legislation (both in general and for specific bills).

b. High Priority

- Providing legal advice at the request of MPs;
- Drafting Private Member Bills (including necessary research);
- Providing legal advice to the Clerk and Deputy Clerk of the Legislative Management Division of Parliament;
- Consulting with drafters in the Attorney General’s Department to better understand legislation they have drafted.

c. Medium Priority

- Creating a bill and amendment drafting manual;
- Creating the MP procedures manual;
- Providing legal advice to the other Parliamentary staff;
- Reviewing major legislation that comes before Parliament even if not requested by an MP;
- Writing legal memoranda and bill analyses.

d. Low Priority

- Creating a compendium of Speakers' Rulings;
- Working with NGOs on draft bills or amendments without the request of an MP.

It will be useful to develop a similar hierarchy of priorities for the Rwandan LDU. The team of Consultants from NCSL observed that all of the above-described functions are valuable, but that priorities have been noted in case the office receives more work requests than it can handle. The emphasis is on giving MPs help with the basic lawmaking work in which they engage. The Consultants noted that:

The thought is that over time, as this office serves in an advisory and educational capacity, the overall strength of Parliament will increase. Members will be better able to read bills on their own, understand the process and participate more fully. With time, more MPs will be comfortable in developing appropriate requests for Private Member's Bills.

Source: Report of Needs Assessment and Analysis & Suggested Operational Guide Document for an Office of Legal Services in the Parliament of Ghana *supra* note 1 at 8.

IV. Concluding notes and Recommendations

a. Concluding notes

LDU staff must concentrate on doing their basic functions well and assessing the demand for their services. They must demonstrate professionalism and be impartial. The office must also create a service oriented environment demonstrating readiness to serve MPs. The office must emphasize

training for MPs and the office staff. The office will also need to create a good working relationship with the drafters of the executive drafting office in a way that emphasizes promoting drafting quality. The office must also cooperate and work hand in hand with other units in parliament including the research and library as well as ICT. The office may act both proactively and on the request of MPs. The highest priorities for the LDU must be drafting of amendments, motions and statements at the requests of MPs. This includes the necessary research work. The lowest priorities must be creating a compendium of Speakers' Rulings and working with NGOs on draft bills or amendments without the request of an MP.

b. Recommendations

The following recommendations are made for the effective management of the LDU in Rwanda:

- The LDU should create a Mission Statement incorporating the cornerstones on which the LDU is built;
- There is the need to develop a hierarchy of priorities for assignments to be carried out for MPs and their staff;
- LDU staff are expected to refrain from any partisan activity;
- The LDU should take the services to the MPs and make efforts to ensure that the MPs know the service provider;
- Service provision to MPs should be proactive as well as in response to requests;
- A Statement of Client Services should be created and Staff as well as MPs assisted to understand service limits;
- The LDU should be supported by the services of a Legal Services Secretary who will type correspondence, memoranda and reports;
- Drafters should be recruited, trained and retained. Training in academic discipline leading to professional qualification in legal drafting should be encouraged. Other forms of training such as training on the job could form part of the package. Workshops and seminars to refresh the drafters will be good;
- Extensive training for MPs and the office staff should be provided. Training is available locally in Rwanda, the International Law Institute in Uganda, International Legislative Drafting Institute, Tulane University, the NCSL in the U.S. as well as the Commonwealth Drafting programme in Accra;
- A Drafting manual should be prepared and made available. It must be periodically updated. Drafting staff and their potential clients must be trained on this manual once it is developed;

- Several workshops with relatively small class size so that MPs have an interactive experience are recommended. This will enable MPs to understand the services available, how to make requests and limits of the work which the drafting staff has to do;
- Good conditions of service for drafters should be provided so they are not tempted to leave for greener pastures;
- The head of the LDU should create a good working relationship with the director of legislative drafting apparatus for the executive;
- The LDU staff who will handle amendments to a particular bill must be in contact with the drafter of the bill in the executive drafting office;
- It is beneficial to share experiences, knowledge and contacts between LDUs, research and library units so as to establish procedures that ensure that the units keep each other updated on areas of mutual interest;
- A standard exchange format and procedures should be established to allow for regular and timely exchanges of documents between the executive drafting office and Parliament.
- The LDU should cooperate and collaborate with the ICT unit to make quality service available to their clients.