Parliament's Role in Legislative Process

Inter Pares Partnership with the Federal Parliament of Nepal

Kathmandu, Nepal
23-25 May 2025

PROGRAMME

About Workshop	The workshop is organized as part of the Inter Pares Partnership with the Federal Parliament of Nepal, on 23-25 May 2025, in Kathmandu. It invites Members and staff from the Parliament of Nepal, representatives of EU Member States Parliaments as well as leading local and international expert scholars to discuss parliaments' role in lawmaking, which is one of the priority themes of the partnership. The Nepal's Constitution and legislation framework provide a robust foundation for effective functioning of Parliament's legislative responsibilities. Parliamentarians have the right of legislative initiative. There are opportunities to debate and amend bills during plenary sessions. Although parliamentary committees do not initiate legislation, they can amend bills. At the oversight stage, committees call ministers and civil servants to provide evidence on the implementation of legislation. The Parliament has operational committee secretariats and the research service has the technical knowledge to support legislative research and drafting. The Parliament of Nepal has identified opportunities for enhancing the practical implementation of parliament's legislative role. Areas include strengthening the capacities of MPs and staff to draft, scrutinize and amend laws, reinforce the knowledge and capacities of committee secretariats and research services to provide effective policy and legislative analysis to MPs, effectively engaging in the delegated legislation process, and strengthen oversight mechanisms to ensure effective implementation of laws and policies. In this context, the workshop aims to strengthen the parliamentary capacity for effective legislative scrutiny and oversight through mutual learning and exchange of experiences, challenges and successful practices between the Federal Parliament of Nepal and the EU Member States Parliaments. The specific objectives of the workshop are to: - Provide an overview of the legislative cycle with the focus on parliaments' legislative powers and the role of parliamentary committees. - Exchange knowledge and experiences about key principles in legal drafting process and how to scrutinize laws to ensure they serve the purpose, align with the established constitutional and legal framework, are relevant, effective and are adopted through the consultative and inclusive processes.

	- Demonstrate different approaches and methodologies used by parliaments to oversee the implementation of legislation and evaluate the impact of laws and policies. - Showcase different parliamentary practices in addressing delegated legislation and support the Parliament of Nepal with developing a set of procedures on tracking and overseeing the implementation of delegated legislation. - Through the practical exercises support the committee secretariats and research services of the Nepali Parliament to enhance their support to MPs.
Date / Time	Friday, 23 May: 09:30 – 16:30 Kathmandu Time Saturday, 24 May: 09:00 – 16:00 Kathmandu Time Sunday, 25 May: 09:00 – 13:15 Kathmandu Time
Venue	Kathmandu Marriott Hotel **Address**: Manakamana Marg, Naxal, Kathmandu, Népal, 44600
Languages	English, Nepali
Participants	● Federal Parliament of **Nepal** ● National Assembly, **France** ● Bundesrat, **Germany** ● National Assembly, **Hungary** ● The Houses of the Oireachtas, **Ireland** ● Chamber of Deputies, **Italy** ● Local & International Expert Scholars ● European Union Delegation to Nepal ● Inter Pares/International IDEA

Friday, 23 May **Lawmaking Process and Legislative Scrutiny**	
09.30 – 10.00	**Opening Remarks** • **Padam Prasad Pandey**, Secretary General, Federal Parliament of Nepal • **Thomas Millar**, Deputy Head of EU Delegation to Nepal • **Sophie Guruli**, Senior Programme Officer, Inter Pares/International IDEA
10.00 – 11.00	**Session 1. Overview of the legislative cycle and the lawmaking role of parliamentary committees** The opening session will set the scene for the workshop by reviewing the various stages of the legislative cycle highlighting the link between ex ante and ex post scrutiny phases, as well as emphasizing how delegated legislation fits into this cycle. The parliaments will be invited to present their perspectives on the topic. *Presented & facilitated by: **Giovanni Rizzoni**, Italian Chamber of Deputies* *Contributions from:* • **Hon. Dr Chanda Karki Bhandari**, House of Representatives, Federal Parliament of Nepal • **Chloé Sottovia**, Senior Advisor, Directorate for Control and Evaluation, French National Assembly • **Claire Hickey**, Head of Socio-Economic Research, Parliamentary Research Service, Irish Houses of the Oireachtas **Discussion**
11.00 – 11.15	*Coffee Break*
11.15 – 13.00	**Session 2. Pre-legislative scrutiny for better legislation** The session will provide an overview of key principles of legislative scrutiny and discuss a set of criteria used to examine laws against their aims, relevance and quality. *Presented & facilitated by: **Maria Mousmouti**, Inter Pares Expert* **Practitioners' exchange**: parliaments will be invited to share how they examine laws for quality, and which tools they use in the process. The parliaments will showcase concrete examples from their work related to preparing committee conclusions on draft legislation. *Speakers*:

	• **Hon. Dr Anjan Shakya**, National Assembly, Federal Parliament of Nepal • **Zsolt Vladár**, Senior Legislation Expert, Codification Department, Hungarian National Assembly • **Niamh Murray**, Policy Advisor, Committees Secretariat, Irish Houses of the Oireachtas • **Giovanni Rizzoni**, Head of the Unit for interparliamentary cooperation and capacity building, Italian Chamber of Deputies **Discussion**
13.00 – 14.30	*Lunch*
14.30 – 16.30	**Practical Exercise with staff:** The participants will be divided into two groups (or more, depending on the number of persons) to work on the following: - The "committee staff" group will be tasked to scrutinize a draft law according to a pre-determined criteria and prepare an outline of a committee conclusion. - The "research staff" group will be tasked to prepare a briefing note on the same draft law discussed in "committee staff" group above. **Presentations & Discussions in Plenary** Facilitated by **Giovanni Rizzoni** and **Maria Mousmouti**, with the engagement of the committee and research staff from the Parliament of Nepal, as well as the EUMSPs.

Saturday, 24 May **Parliament's Role in Addressing Delegated Legislation**	
09.00 – 10.45	**Session 1. Application of delegated legislation: legislative frameworks, practices, challenges and potential solutions** The session will review the legislative framework as well as the practical application of delegated legislation across different parliaments, including in Nepal, European states and beyond. It will provide both parliamentary perspective and expert opinion on the existing challenges and potential solutions. The discussion will also provide insights about the newly adopted Law on Legislation in Nepal, analysing possible gaps and any impact of the new legislative framework on the Parliament's future work. *Moderated by:* ***Jonathan Murphy,*** Head of Programme, Inter Pares/International IDEA *Speakers:* • **Hon. Maya Prasad Sharma,** Chair of the Committee on Public Policy and Delegated Legislation, National Assembly, Federal Parliament of Nepal • **Prof. Bipin Adhikari,** Kathmandu University • **Prof. Nicola Lupo,** LUISS School of Government, Centre for Parliamentary Studies **Discussion**
10.45 – 11.05	*Coffee Break*
11.05 – 12.25	**Session 2. Application of delegated legislation: Practitioners' exchange** In this session, the parliaments will be invited to build upon the discussions from the previous session and share their insights into the application of delegated legislation in their respective parliaments. The presentations will explore key issues related to delegated legislation, including their scope, enactment and implementation, as well as potential challenges for parliaments and how the latter can improve the tools and mechanisms to track and monitor the implementation of delegated legislation. *Moderated by*: ***Prof. Nicola Lupo,*** *LUISS School of Government, Centre for Parliamentary Studies* *Speakers:* • **Chloé Sottovia**, Senior Advisor, Directorate for Control and Evaluation, French National Assembly • **Katharina Dellbrueck**, Division P1 - Parliamentary Service, Parliamentary Law, German Bundesrat • **Giovanni Rizzoni**, Head of the Unit for interparliamentary cooperation and capacity building, Italian Chamber of Deputies

	Discussion

12.25 – 13.00	**Key Takeaways for the Federal Parliament of Nepal** The session will share the Nepali Parliament's reflections from the previous discussions on the application of delegated legislation. It will highlight notable challenges identified during the discussions as well as lessons learnt from comparative practices. The session will also outline possible ways forward – whether through revisions to the Law on Legislation, amendments to the Parliament's Standing Orders, or enhanced use of parliamentary tools to strengthen the Parliament's role in the scrutiny and oversight of delegated legislation in Nepal. *Presenter:* ● **Hon. Maya Prasad Sharma,** Chair of the Committee on Public Policy and Delegated Legislation, National Assembly, Federal Parliament of Nepal *Inputs from:* ● **Prof. Bipin Adhikari,** Kathmandu University ● **Prof. Nicola Lupo,** LUISS School of Government, Centre for Parliamentary Studies ● **Dr Giovanni Rizzoni,** Italian Chamber of Deputies
13.00 – 14.30	*Lunch*
14.30 – 16.00	**Session 3. Strengthening the Legislative Process: The role of committee staff, research and other parliamentary services** *Moderated by:* ***Dr Rojnath Pande,*** *Secretary, Federal Parliament of Nepal* In this session, the presentations will build on the discussions from earlier sessions by focusing on the organization and role of different parliamentary services that support legislative process in parliaments. The presenters will share their experiences in delivering legislative scrutiny and research services to MPs, including the resources they rely on and the types of products they provide. The session will also reflect on common operational challenges that may impact the effectiveness of their work. *Speakers:* ● **Hon. Sunita Baral,** House of Representatives, Federal Parliament of Nepal ● **Zsolt Vladár**, Senior Legislation Expert, Codification Department, Hungarian National Assembly ● **Claire Hickey**, Head of Socio-Economic Research, Parliamentary Research Service, Irish Houses of the Oireachtas ● **Giovanni Rizzoni**, Head of the Unit for interparliamentary cooperation and capacity building, Italian Chamber of Deputies **Discussion**
16.00 – 16.20	*Coffee Break*
16.30	Departure for the Tour of the Federal Parliament of Nepal

Sunday, 25 May **Effective Legislative Oversight**	
09.00 – 10.00	**Session 1. Introduction** **Legislative oversight: aims, principles, key stages** The introductory session will kick off with the overview of the various oversight tools used by parliamentary committees to monitor the implementation of laws, such as committee hearings, scrutiny of government reports, MP questions, etc. It will continue with taking a closer look at post-legislative scrutiny (PLS) and evaluation of public policies (EPP) and current trends in the parliaments. The session will also reflect on possible challenges and their solutions, including supporting MPs' engagement in the oversight process and identifying relevant stakeholders to ensure consultative, participatory and evidence-based processes. Presenter: **Maria Mousmouti**, Inter Pares Expert **Q&A**
10.00 – 11.15	**Session 2. Post-legislative scrutiny and evaluation of public policies: tools for effective legislative oversight across different parliaments – Practitioners' exchange** The session will invite the parliaments to exchange their experiences with concrete oversight tools, specifically, how to conduct post-legislative scrutiny and evaluation of public policies in practice. The participants will showcase concrete examples. They will also reflect on the benefits of each of the tool, required resources, most common challenges in the process and the ways to address them. *Introduction and moderation by: **Giovanni Rizzoni**, Italian Chamber of Deputies* *Speakers:* • **Hon. Yogesh Gauchan Thakali**, House of Representatives, Federal Parliament of Nepal • **Chloé Sottovia**, Senior Advisor, Directorate for Control and Evaluation, French National Assembly • **Claire Hickey**, Head of Socio-Economic Research, Parliamentary Research Service, Irish Houses of the Oireachtas **Discussion**
11.15 – 11.30	*Coffee Break*
11.30 – 13.00	**Practical exercise with MPs and staff** The participants will engage in a simulated PLS exercise, which will include selecting a law for scrutiny, identifying PLS questions, stakeholders, methods, etc.

	Facilitated by: ***Maria Mousmouti,*** *Inter Pares Expert*
13:00 – 13:15	**Closing Remarks** • **Harka Raj Rai**, Secretary, House of Representatives, Federal Parliament of Nepal • **Jiwan Subedi**, Political Affairs Officer, EU Delegation • **Jonathan Murphy**, Head of Programme, Inter Pares/International IDEA
13.15 – 14.30	*Lunch*
14.30 – 16.30	**Collaborative design session on delegated legislation** *(This is an optional activity for colleagues from the EUMSPs)* The session will engage the parliamentary staff from Nepal to identify clear set of procedures for the Parliament on how to address delegated legislation, from its scrutiny to oversight of implementation. The guidelines will be based on the newly-adopted Law on Legislation, which provides a new legislative framework for the application of delegated legislation in Nepal. *Facilitator:* ***Giovanni Rizzoni****, Italian Chamber of Deputies*

LIST OF PARTICIPANTS

Federal Parliament of Nepal

Members of Parliament

- Hon. Purna Bahadur Gharti, House of Representatives
- Hon. Maya Prasad Sharma, National Assembly
- Hon. Nara Bahadur Bista, National Assembly
- Hon. Sita Gurung, House of Representatives
- Hon. Nagina Yadav, House of Representatives
- Hon. Yogesh Gauchan Thakali, House of Representatives
- Hon. Sushila Thing, House of Representatives
- Hon. Padam Pariyar, National Assembly
- Hon. Suhag Nemwang, House of Representatives
- Hon. Sunita Baral, House of Representatives
- Hon. Damodar Bairagi, House of Representatives
- Hon. Dr. Anjan Shakya, National Assembly
- Hon. Narayan Prasad Acharya, House of Representatives
- Hon. Dr. Chanda Karki Bhandari, House of Representatives
- Hon. Shiv Nepali, House of Representatives
- Hon. Bina Lama, House of Representatives
- Hon. Bina Jaiswal, House of Representatives
- Hon. Metmani Chaudhary, House of Representatives
- Hon. Ranju kumari Jha, House of Representatives

Administration/Staff

- Mr. Padam Prasad Pandey, Secretary General
- Dr. Rojnath Pande, Secretary
- Mr. Harka Raj Rai, Secretary, House of Representatives
- Mr. Suraj Kumar Dura, Joint Secretary
- Ms. Nirmala Devi Lamichhane, Joint Secretary
- Mr. Ekram Giri, Joint Secretary
- Ms. Babita Mishra, Joint Secretary
- Mr. Ramhari Thapa, Joint Secretary
- Ms. Rekha Khanal, Under Secretary
- Mr. Gopal Sigdel, Under Secretary
- Mr. Laxman Aryal, Under Secretary
- Mr. Sanjaya Dahal, Under Secretary
- Mr. Tribikram Parajuli, Under Secretary
- Mr. Pradip Guragain, Under Secretary
- Mr. Bikash Bohara, Under Secretary
- Mr. Numaraj Khanal, Under Secretary
- Mr. Jagadish Neupane, Under Secretary
- Mr. Nawaraj Nagarkoti, Under Secretary
- Mr. Rabindra Rijal, Under Secretary
- Mr. Raju Rimal, Under Secretary
- Mr. Tej Prakash Bhattrai, Personal Secretary of Speaker
- Ms. Renuka Subedi, President of staff union
- Mr. Bhojraj Paudel, Chief Account Officer

National Assembly, France

- Chloé Sottovia, Senior Advisor, Directorate for Control and Evaluation

Bundesrat, Germany

- Katharina Dellbrueck, Division P1 - Parliamentary Service, Parliamentary Law

National Assembly, Hungary

- Zsolt Vladár, Senior Legislation Expert, Codification Department

The Houses of the Oireachtas, Ireland

- Claire Hickey, Head of Socio-Economic Research, Parliamentary Research Service
- Niamh Murray, Policy Advisor, Committees Secretariat

Chamber of Deputies, Italy

- Dr Giovanni Rizzoni, Head of the Unit for interparliamentary cooperation and capacity building

Experts

- Prof. Bipin Adhikari, Kathmandu University
- Prof. Nicola Lupo, LUISS School of Government
- Dr Maria Mousmouti (University of London), Inter Pares Expert

European Union Delegation to Nepal

- Thomas Millar, Deputy Head of Delegation
- Jiwan Subedi, Political Affairs Officer

Inter Pares/International IDEA

- Jonathan Murphy, Head of Programme
- Sophie Guruli, Senior Programme Officer