

# MONTSERRAT POST-ELECTION SEMINAR FINAL REPORT



**17-20 FEBRUARY 2020**



## LIST OF ACRONYMS

AG: Auditor General

AM: Assembly Member

MLA: Member of Legislative Assembly

MP: Member of Parliament

PAC: Public Accounts Committee

PEFA: Public Expenditure and Financial Accountability

PES: Post-Election Seminar

PMQs: Prime Minister's Questions

## PROGRAMME OVERVIEW

From 17-20 February 2020, a CPA UK delegation delivered a post-election seminar in Montserrat. This programme was designed in collaboration with the Montserrat Legislative Assembly, to build on the skills and knowledge of re-elected and new parliamentarians. Through panel talks, group discussions and interactive exercises, participants explored key concepts such as the separation of powers, communications and relationship-building with stakeholders, and effective parliamentary scrutiny.

Participants implemented their learning in a committee exercise, based on the outcome of a Falkland Island's Public Accounts Committee inquiry. During this exercise participants practised drafting and asking questions, in a simulated evidence session, and agreed on recommendations. Participants also practised their legislative debating skills, scrutinising a current local housing issue. At the conclusion of the seminar, parliamentarians felt more confident and better equipped to carry out their parliamentary responsibilities.



With support from the Clerk of Montserrat Legislative Assembly, Judith Baker, the delegation met with His Excellency Andrew Pearce OBE, Governor of Montserrat, and separately Honourable Teresina Bodkin, Speaker of the Legislative Assembly. The delegation briefed them on CPA UK's work and the purpose of the post-election seminar; including the aims and expected outcomes and outputs, and gained insights on the work of both offices. The delegation also met with Honourable Paul Lewis, Leader of the Opposition and de facto PAC Chair, to learn about recent milestones and current challenges. The February 2020 post-election seminar in Montserrat constituted the final in-territory programme, delivered by the UK Overseas Territories Project, for the project cycle ending in March 2020.

## Aims, Outcomes and Outputs

### Aims:

Through exchange of good practice and a range of workshops, this post-election seminar aimed to contribute towards a more effective, accountable and inclusive Montserrat Legislative Assembly and Public Accounts Committee.

### Expected Outcomes:

Adopting a flexible and tailored approach to capacity building, the Post Elections Seminar (PES) comprised of meetings, plenary sessions, interactive discussions, and a committee exercise. It aimed to deliver the following outcomes:

**Outcome 1:** Strengthening the technical skills of newly elected Members of the Legislative Assembly, to deliver their parliamentary responsibilities effectively and efficiently.

**Outcome 2:** Increasing PAC Members' understanding of the Committee's role and strengthening their technical skills, to ensure effective scrutiny.

**Outcome 3:** Further strengthening the relationship between the UK (CPA UK, the UK Parliament, Devolved Legislatures and Crown Dependencies) and Montserrat.

### Expected Outputs:

In working towards the above outcomes, the following outputs were expected:

**Output 1:** At least 6 Members of the Legislative Assembly have attended the Seminar and have greater confidence in performing their parliamentary responsibilities, including scrutinising public spending.

**Output 2:** Participants have identified and agreed specific changes or actions which they will undertake within six months of the end of the workshop.

**Output 3:** The dissemination of a comprehensive post-programme report with key learnings, to all participants and key stakeholders.

## PROGRAMME SUMMARY

### INTRODUCTION

Over three days, participants and CPA UK delegates explored examples of good practice that make the institution of Parliament more effective. Throughout the seminar comparisons were drawn between Montserrat Legislative Assembly, the UK Parliament, the National Assembly for Wales, and Tynwald in the Isle of Man. The summary below outlines key discussions and lessons learnt from the post-election seminar; the programme having explored three main themes:

- Understanding the role of Parliament
- Fostering Relationships within and outside Parliament
- What makes for Effective Parliamentary Scrutiny

### SETTING THE SCENE

The delegation took a flexible approach to the delivery of the programme. The aim was to understand the participants existing experience and capabilities and to ensure that sessions were adapted to their needs and interests. This was facilitated through a self-assessment exercise and open discussion. This was also an opportunity to establish what participants and facilitators expected from the post-election seminar. Participants were invited to reflect on the following three questions, related to the Montserrat Legislative Assembly:

- What has been working well in Montserrat Legislative Assembly?
- What are the potential areas of improvement?
- What more could be done, to strengthen the capacity of the Legislative Assembly?

### SELF-ASSESSMENT AND OBSERVATIONS

Exploring the above questions ensured both the delegation and participants had a common understanding of the challenges and opportunities for the Legislative Assembly. With this approach participants had ownership of the programme and contributed ideas and suggestions towards sessions. In response to each of the questions mentioned above, participants noted the following:

#### *What has been working well in Montserrat Legislative Assembly*

- Drafting of legislation; when the legislative agenda is set, this is shared with all parliamentarians
- The process of getting bills through the Assembly is comprehensive and effective
- Efforts are made to involve all parliamentarians in constitutional matters, before and during the electoral period
- The turnout at the election in November 2019 was encouraging
- Elected members can speak at the Legislative Assembly's inaugural ceremonies
- Parliamentarians are supported by "a dedicated and commendable clerk" and the services provided by the Clerk of the Legislative Assembly are of excellent quality. Members noted the good working relationship they have with the Clerk.
- The scrutiny of the Public Accounts Committee (PAC)
- CPA UK's work with the Legislative Assembly was recognised as beneficial
- An observation by a member of the visiting delegation noted that Montserrat is a functional democracy despite its challenges (post volcanic eruption) and has notably maintained a seamless transfer of power post elections.

### ***Potential areas of improvement***

- The secretariat which supports parliamentarians is under-resourced particularly in clerking roles
- Additional legislative drafters would be needed
- Greater clarity is required regarding the process and costs of passing private members bills
- The concept of Separation of Powers needs to be reasserted and applied
- There should be a clearer separation of parliamentary and government staff to ensure adequate resource for parliamentary work
- Engagement with citizens could be improved, especially beyond the electoral period; this would help the public to demystify what parliamentarians do
- Resources like the local radio stations should be used more effectively to engage more with citizens

### ***Things that can be done, to strengthen the capacity of the Legislative Assembly***

- The standing orders need to be updated and could include the code of conduct for ministers and members
- Ensuring that bills brought to the Assembly are more robust and debates more in-depth
- Clarifying the rules and providing guidance for the role of parliamentary secretary (clerk)
- Maximising on opportunities for public engagement to educate the public on parliamentary affairs
- Giving the public access to the Legislative Agenda
- Embedding best practice of the PAC

The session facilitators ensured that while the programme developed the three main themes, sessions would also meet the need of participants identified in the self-assessing exercise and encourage examples of good practice that were used frequently in the open discussions.



## **THEME I: UNDERSTANDING THE ROLE OF PARLIAMENT**



Accounts Committee (PAC).

David Melding AM also underlined that Parliament needed to have good relationships with external stakeholders, as it relies on such relationships to effectively fulfil its scrutinising role. He noted that, for PAC especially, a strong working relationship with the Auditor General (AG) is useful, as reports from the Office of the AG will ultimately inform the work of PAC.

### ***Different Jurisdictions: Size, Challenges and Opportunities***

Participants agreed that the separation of powers, if observed correctly, can enhance both the autonomy and effectiveness of Parliament as the legislative body of government. They recognised however, that such autonomy is not strengthened to the same extent in all jurisdictions, as every jurisdiction is different; and not all parliaments face the same challenges. Sharing examples from their own parliaments, participants made the following observations, discussing challenges to effective parliamentary functioning as well as opportunities:

One of the main objectives of the post-election seminar was to stress the autonomy of Parliament vis-à-vis the Executive. To this end David Melding AM, from the Welsh Assembly, delivered a talk on the concept of Separation of Powers, giving an overview of the three branches of government that ensure a system of checks and balances. He referenced the French philosopher Baron de Montesquieu whose masterwork established the idea of a separation of powers with the delineations of the Legislative, the Executive and the Judiciary.

This session underlined the role of Parliament as a scrutiny body, with responsibility to hold the Executive to account. A guided discussion highlighted that where the parliamentary budget is set and controlled by the Executive, the misguided perception is likely to persist, that Parliament is a branch of the Executive in some cases, and in other cases, a less important institution than the Executive.

### ***Separation of Powers: Parliament within a system of Checks and Balances***

In a session revisiting the concept of separation of powers, participants noted the necessity to understand and promote the differences between the Legislative, Executive and Judiciary. This was considered a first step towards improving public understanding of the autonomy of Parliament and its role within the system of checks and balances. Participants observed that being aware that Government and Parliament are equally important, albeit for different reasons, is central to understanding the separation of powers.

Parliament's core function is to make laws and scrutinise legislation, and ultimately to hold the Executive to account. Contexts in which this can be done were identified: the floor of the Assembly and through a committee of parliamentarians, such as the Public

(i) The level of financial support given to Parliament varies, and there are challenges linked to the fact that a parliament could be under-resourced. In Wales for example, 0.3% of government spending goes to the Legislative Assembly, to support the functions of parliament. This is not the case in all jurisdictions.

(ii) The time allocated to the opposition to lead on debates also varies from one jurisdiction to another. Currently in Montserrat there is no specific time allocated to the opposition and this is something the Legislative Assembly is willing to review in due course.

(iii) Maximising on opportunities that size offers; in a smaller jurisdiction like Montserrat, the impact of engaging with the public is more likely to be felt and could both enhance the image of the Legislative Assembly and make it more effective as a scrutinising body representing the people.

### ***Encouraging Transparency in Parliament***

The Attorney General's contribution to discussions on the role of Parliament emphasised the importance of transparency with the public. Honourable Sheree Jemmotte-Rodney called on parliamentarians to engage more with the public in the legislative process and the outcome. Equally, she acknowledged that the

Government can undertake public engagements in the policy development stage, before legislation is brought to the Assembly. This would ensure that the citizens are involved in public affairs.



Engaging the public at an early stage would also inform key amendments. Honourable Jemmotte-Rodney noted that the Government should consult widely, especially on significant bills and a report of the consultation should be prepared for consideration, alongside the review of the draft bill. Participants acknowledged that not all bills will require this level of engagement, but where it is undertaken amendments can be made sooner to make the process more efficient.

### Managing Expectations as Parliamentarians

A panel discussion considered the role of parliamentarians in managing the expectations of stakeholders. This includes, understanding what the electorate expects of their representatives in Parliament and how best to handle such expectations. As parliamentarians, participants discussed how to be effective representatives of their electorate.

Scott Benton MP gave an overview of his role as a new parliamentarian in Westminster, the expectations upon him and how he has so far been addressing challenges he encounters, including those faced on the campaign trail prior to his election in 2019. He described his role as providing leadership and support to the community of constituents he represents. Asking questions to government departments (once a month), to the Prime Minister during Prime Ministers Questions (PMQs) and participating in committees were examples Scott Benton MP listed, to describe how he ensures engagement on behalf of his constituents. This was compared with newly elected Members of the Legislative Assembly (MLAs) in Montserrat, their experience of engaging the electorate whilst running for election and after taking up their seat for the first time in the Assembly. In both cases, the expectations of the electorate were often high. In this session new parliamentarians benefited from the contribution of returning MLAs, who advised on effective ways to manage the expectations Montserrat's electorate.

David Melding AM also shared his experience from the perspective of a long-standing parliamentarian from a devolved legislature. Participants heard that the public's expectations do not decrease over time. They were advised that the ability to manage such expectations effectively can be gained through the support and induction training provided by respective parliaments, to prepare members for the job, including in terms of parliamentary etiquette.

The points listed below sum up the advice shared by re-elected and new parliamentarians, in discussion with parliamentary clerks:

- It is important for each parliament to offer an induction process and for new members to attend this in order to gain the knowledge they need, to undertake the job. All members should also undertake continuous professional development wherever possible.
- Knowing how things work helps to manage the expectations of members and builds confidence.
- Members were encouraged to be bold and ask questions, including to clerks, when uncertain.
- Undertake a skills audit to ascertain what members bring to their role.
- Encourage for example, a member with no understanding of budgets, financial accounts, or the process of amending bills to ensure they get the support needed to improve their understanding.
- Members need to balance commitments within parliament and the responsibility to their constituents (as provided through weekly engagements – such as attending surgeries).
- Parliament should ensure there are guidance documents on the workings of Parliament.
- Ultimately, members need to understand that the learning never stops for an elected representative.

The Clerk of the Montserrat Legislative Assembly, Judith Baker, shared the specific example of a guide developed for the Speaker-Designate, Charliena White.



## THEME II: FOSTERING RELATIONSHIPS WITHIN AND OUTSIDE PARLIAMENT

Relationship building was identified as a way of making Parliament more effective in its role. It was noted that a Legislative Assembly with limited resources, as is the case in most UK Overseas Territories including Montserrat, would benefit even more from fostering solid working relationships with internal and external stakeholders. Participants shared their experience of how they have gone about managing such relationships in the past. Through a series of sessions formatted as panel discussions and exercises, participants explored ways in which Parliament can achieve more effective engagement. Participants adopted a comparative approach across Montserrat, Westminster, devolved legislatures and crown dependencies to assess the methods used and share examples of good practice.



In a group exercise, participants were given different topical issues and asked to identify which key stakeholders they would engage and how they would undertake the engagement. Topics included: expanding the tourism sector, absenteeism in the public sector, road improvements, school laptop programme and improving electricity supply. Members identified a wide variety of stakeholders they would engage depending in the issue.



Honourable Speaker Bodkin emphasised the necessity for parliamentarians to be able to build relationships across political parties, to serve their electorate effectively in Parliament. She stressed that ideological beliefs must not hinder the pragmatism which is sometimes required in parliamentary interactions, including during debates and negotiations. The public is best served by representatives who are capable of putting national interests above their party interest, she concluded.

When considering the channels through which they may engage with stakeholders, members identified the local radio programme, 'What's on your mind,' Facebook live, surveys, round tables, meetings, posters, expressions of interest, phone calls and emails. Emphasis was placed on having open communication and strengthening the relationships with and between different stakeholders. Participants noted also that relationships can be managed through existing entities such as the Tourism Council in the case of expanding the tourism sector. In conclusion, the importance of obtaining periodic feedback to help monitor progress was highlighted.

### Working with the Auditor General

The Auditor General (AG) of Montserrat, Ms Florence Lee, delivered a detailed and comprehensive presentation on the work of her office. This includes conducting audits (financial, compliance, performance, value for money, IT and environmental), providing advice to accounting officers and assisting the Legislative Assembly to hold the Executive to account.

### Engaging with External Stakeholders

Shirley Osborne, former Speaker of the Legislative Assembly, told participants that an effective Parliament relies on fostering good relationships with its external stakeholders, and engaging the public on parliamentary affairs. She placed emphasis on this being a two-way process with the onus on both parliament and government to reach out to stakeholders (both individuals and groups). Ms Osborne also highlighted the importance of engaging young people, the chamber of commerce and the broader private sector. Parliament, she observed, has specific responsibilities towards stakeholders and can use these relationships to advance the needs of the people.

For the benefit of new members attention was drawn to the legal mandate set out in Sec 103 of the Constitution of Montserrat (Cap.01.01) sub-section 1 & 2 and ways of working with the Legislative Assembly. Ms Lee encouraged good practice in the working relationship between the AG's office and the Legislative Assembly. She noted that the joint external scrutiny of

the Government of Montserrat's affairs and operations is undertaken in collaboration with the PAC. The AG's office, she stated, will share its annual work plans with the PAC to facilitate better understanding of issues in audit reports.



Ms Lee also highlighted, for the benefit of the new PAC members, the level of engagement needed in the lead up to the Public Expenditure and Financial Accountability (PEFA) Assessment, and called on members to ensure the PAC can meet regularly and engage with the work (work plans, reports) produced by the Audit Office. She emphasised the necessity of improving communication between the Legislative Assembly and her office.

Regarding broader stakeholder engagement, Ms Lee underlined that the Audit Office has a call-in programme and organises stakeholder forums, whilst also relying on the PAC to highlight potential key issues.

She drew attention to some of the challenges faced by her office that members needed to be aware of. These included pending passage of the draft audit bill, the need for adequate staffing and non-ownership of recommendations by Accounting Officers; low or no response to requests for information, Accounting Officers not sharing audit engagement with Ministers, and PAC not meeting regularly and not being required to meet just for audit issues.

The AG expressed hope that in re-establishing relationships with the newly formed PAC some of these challenges can be addressed. A discussion with members yielded a way forward to address some of the challenges and exemplified in a short space of time the results of working closely with key stakeholders.

### ***Working with impartial parliamentary clerks***

Participants also discussed the role of clerks and staff who support the work of Parliament. This session focussed on the expectations that elected representatives may have of parliamentary staff, which will at times need to be managed. Jo Corkish, Third Clerk of Tynwald, Isle of Man, and Judith Baker, Clerk of the Montserrat Legislative Assembly gave an overview of their work and experience engaging with members. Elected representatives were reminded that parliamentary staff are expected to be impartial. This means they are not to be asked to provide partisan services. They both advised on best practices for parliamentarians, new and returning, to work with clerks as well as what parliamentarians can expect of them.



Jo Corkish underlined that in her experience a clerk should be willing to assist all elected representatives indiscriminately, but they must also be ready to push back as necessary, when their impartiality risks being jeopardised. She talked about the variety of roles clerks perform including undertaking research that meets member's needs and supporting the work of the PAC – the inquiry process and drafting reports. It was noted that it is very rewarding for clerks to work with engaging committees.

The two clerks compared the challenges they have encountered, serving as staff of their respective parliaments. Judith Baker particularly noted that under-resourcing was a problem for the Assembly, which further stretches the capacity of the Clerk's office daily. Montserrat Legislative Assembly had benefitted from the experience gained through the clerk secondments, organised by CPA UK through the UK Overseas Territory Project (UKOTP), and this has broadened the Clerk's network and engagement with clerks from other jurisdictions.

Having good working relationships with a network of clerks across the Commonwealth makes both clerks effective at what they do, and this can help address

under-resourcing to some extent. Building such links amongst parliamentarians in the region and beyond, Jo Corkish and Judith Baker observed, would also encourage the sharing of knowledge and good practice. The two clerks introduced participants to a range of online resources (See Annex) that can aid them in their parliamentary roles.

In their diverse experiences, participants noted that a recurrent feature of an effective parliament was its ability to build strong relationships with external and internal stakeholders. From an internal facing point of view, Parliamentarians agreed that establishing solid working relationships with clerks, parliamentary staff and the Office of the Auditor General have a direct benefit to their roles as members.

### ***Effective Communication and Engagement with the Public***



Members participated in a group exercise to develop a communications strategy, based on key topics from a report of the Auditor General, relevant to the political and economic contexts in Montserrat:

- Improving Electricity Supply
- Expanding the Tourism Sector
- Road Improvements
- School Laptop Programme
- Absenteeism in Public Service

The communication strategy needed to reflect three key components - raising issues during question time, a message for the public and how to share key messages using social media. Participants worked in groups and agreed on the most effective ways to communicate their decision to internal and external stakeholders.

Scott Benton MP who facilitated this session spoke about the three main channels used to deliver messages: (i) through a parliamentary intervention, (ii) using social media and (iii) radio interviews. He provided tips that members can use to enhance their delivery and ensure they are reaching the respective audience.



#### **(i) Parliamentary intervention**

- Have a memorable start and finish.
- Less is more; pick topics you know something about.

#### **(ii) Social Media** (Many members already use Facebook, Instagram and Twitter):

- Videos on Facebook are widely watched, you can use comments and provide video subtitles; Facebook live - Facebook poll can be used to get views from the general public.
- Social media offers an easy way to share with citizens what a member is doing.
- Social media can be a potential source of information and one can build trust with citizens and share news in a non-political way.
- Social media can provide positive reading for citizens.
- Be punchy and concise.
- Be clear and simple using visual content wherever possible.

#### **(iii) Radio**

- Timing is critical for listeners.
- Use catchy phrases or sound bites (slogans).
- Use short simple points ideally one should have no more than three points to get across and keep repeating these to ensure message gets across and help the audience remember.
- Stand up and project your voice.
- Do not use jargon and acronyms.
- Where relevant use humour, life stories and names of people.

Regarding written statements the advice was to structure the message with a clear introduction, body and conclusion:

- Write conclusion first.
- Split issues into paragraphs and first sentence of the paragraph should say what the paragraph is about.
- Always remember the audience.
- Keep sentences short- writing needs to be ac-

cessible to a general reader.

- Emphasis on use of 'you' and 'I'.
- Use annexes for detailed information.
- Use diagrams and sub-titles.

In sum, Scott Benton MP highlighted three key aspects of effective political and social communication:

- keeping it short.
- keep to no more than three points and keep repeating these key points.
- focus and stay on point.



### THEME III: WHAT MAKES FOR EFFECTIVE PARLIAMENTARY SCRUTINY



Participants were grouped as Government and the Opposition. This gave MLAs the opportunity to take ownership of the session and illustrate best practice when passing legislation in Montserrat. Parliamentarians from the delegation also participated in the debate, having been allocated roles for the debate. Members demonstrated their ability to scrutinise legislation, working across political parties to resolve issues and discussed ways to improve the process.

Feedback on the exercise was positive in terms of how the process is works. The Attorney General called on members to undertake wider consultations during the drafting stage. This will ensure that key amendments are addressed before the bill gets to the committee stage. Drawing comparisons with the process in the Welsh Assembly David Melding AM also noted that processes need to be localised and fit for the context. The key message was that amendments should not be given with the view to destroy a bill. However, where reservations exist a 'sunset clause' can be incorporated; and after a period, the post-legislative scrutiny process can also allow for amendments to be developed to ensure bills remain coherent to future needs.

Participants observed that Parliament could hold the Executive to account in different contexts; within the chamber, when scrutinising bills, and via the Public Accounts Committee (PAC). Cross party collaboration in both contexts contributes to making Parliament more effective as a body of scrutiny, asserting its autonomy from the Executive. Debates on the floor of the House and PAC hearings also offer an opportunity to connect with the electorate and involve them in parliamentary affairs.

#### *The Public Accounts Committee Exercise*

#### ***Scrutinising and passing a bill on the floor of the House: A Debate Simulation***

Participants exchanged, in a panel discussion, on best practice in legislative and policy scrutiny, in a session led by David Melding AM, who shared his experience of scrutiny in the Welsh Assembly. Members were also able to compare their own experiences to that of other legislatures.

Participants exchanged, in a panel discussion, examples of best practice, then undertook a practical exercise, which consisted of a debate led by Honourable Claude Hogan MLA. The objective of the debate was to simulate the passing of Housing legislation in the Montserrat Legislative Assembly.



The role of the PAC is to contribute to parliamentary scrutiny by focusing on public spending. The PAC is a cross-party committee of parliamentarians, benefiting from the support of parliamentary staff, usually clerks. An overview of PAC work was given by Jo Corkish and Judith Baker, who spoke of ways in which clerks can support the PAC. This involves conducting research, preparing material for committee hearings, circulating them to the committee and advising parliamentarians on witnesses and recommendations. Jo and Judith were supported by David Melding AM who also briefed the participants on his experience of chairing a PAC. Underlining the role of PACs in policy implementation scrutiny, he identified the chair's main challenge as keeping harmony among the committee's members.



Participants prepared together for the simulation of a PAC hearing. Jo Corkish introduced participants to the case study based on a Falkland Islands inquiry. Members then proceeded to devise terms of reference. These are the remits of the inquiry, as agreed by the committee. David Melding AM drew on his past experience as a PAC Chair to advise participants on effective questioning techniques, and participants drafted questions to put to witnesses, in preparation for the evidence question.

After the questions were drafted and allocated to members, witnesses (two members of the delegation) were called in to give evidence. Parliamentarians demonstrated their ability to question evasive and difficult witnesses effectively, having quickly assimilated the facts and data in their briefs, to scrutinise public expenditure. The exercise concluded with a feedback session where the committee agreed and made recommendations to the Executive.

## PARTICIPANTS' COMMITMENTS GOING FORWARD

During the programme's evaluation, members agreed to a set of commitments, as part of their plan going forward. These included:



- Updating and modernising the standing orders, and to include a code of conduct
- Addressing the question of clerking resources
- Meeting monthly as a House and as a PAC
- Reviewing and passing the audit legislation
- Establish a special committee to advance the findings of the Auditor General

To conclude the post-election seminar Deputy Premier, Honourable Dr Samuel Joseph MLA, delivered the closing remarks; he expressed gratitude to the CPA UK delegation. On behalf of all participants he voiced a desire to engage with CPA UK again, in the future. The outcome of the post-election seminar was encouraging, he noted. This was confirmed by the results of the delegation's monitoring and evaluation process, based on participants feedback received before, during and at the end of the programme.

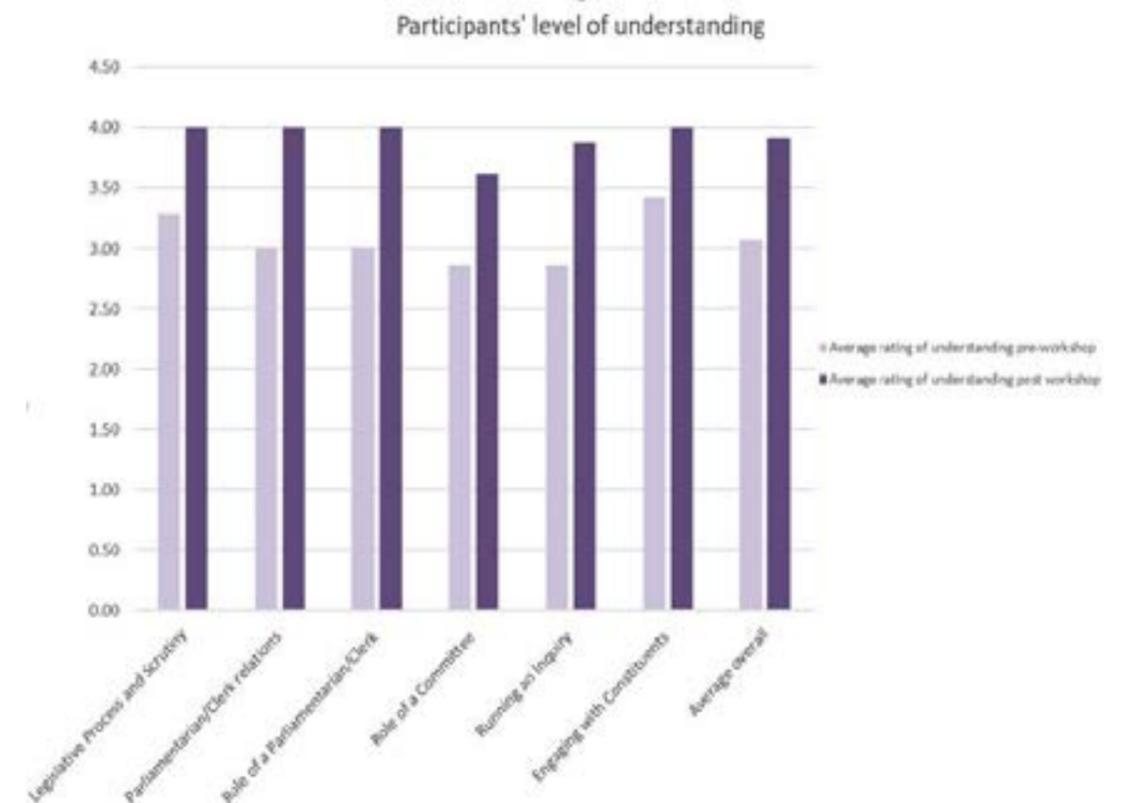
## MONITORING AND EVALUATION

Participants were asked to complete pre-seminar and post-seminar assessment forms, designed to capture the outcomes of the programme and to help inform future engagement and activities. These assessment forms measured how effective the post-election seminar had been, in raising the participants' level of understanding in various programme areas; such as legislative process and scrutiny, running an inquiry, engaging with the media and parliamentary procedures. Overall, participants reported an increased understanding.

The top four areas of increased levels of understanding were:

- Running an inquiry: 35%
- Parliamentarian/Clerk relations: 33%
- Role of a Parliamentarian/Clerk: 33%
- Role of a Committee: 26%

The graph below illustrates the overall increases in understanding in different areas of the programme:



## LIST OF PARTICIPANTS

### GOVERNMENT

- DR SAMUEL JOSEPH, HONOURABLE DEPUTY PREMIER
- CRENSTON BUFFONGE, HONOURABLE MINISTER OF AGRICULTURE, LANDS, HOUSING AND THE ENVIRONMENT
- VERONICA DORSETTE-HECTOR, HONOURABLE PARLIAMENTARY SECRETARY

### OPPOSITION

- PAUL LEWIS, HONOURABLE LEADER OF THE OPPOSITION
- CLAUDE HOGAN, HONOURABLE MEMBER OF THE LEGISLATIVE ASSEMBLY

### EX OFFICIO MEMBER:

- SHEREE JEMMOTTE-RODNEY, HONOURABLE ATTORNEY GENERAL

### PARLIAMENTARY OFFICIALS:

- TERESINA BODKIN, SPEAKER OF THE LEGISLATIVE ASSEMBLY
- CHARLIENA WHITE, SPEAKER DESIGNATE OF THE LEGISLATIVE ASSEMBLY
- JUDITH BAKER, CLERK OF THE LEGISLATIVE ASSEMBLY

### EXTERNAL SPEAKERS:

- FLORENCE LEE, AUDITOR GENERAL
- MARSHA MEADE, DEPUTY AUDITOR GENERAL
- SHIRLEY OSBORNE, FORMER SPEAKER OF THE LEGISLATIVE ASSEMBLY

## ANNEX

Briefing participants on resources that are available to inform their research, thus helping them carry out their parliamentary duties, Jo Corkish and Judith Baker who are both experienced parliamentary clerks, guided participants towards the following resources:

- Archives such as legislation from the past, records from Hansard, past bills and speeches
- The Treatise on the Law, Privileges, Proceedings and Usage of Parliament, [Erskine May](#)
- The [website of the Auditor General of Montserrat](#)
- The websites of parliaments in other jurisdictions, including the [UK Parliament](#)
- The [UK Government website](#)
- Connecting with regional and international organisations such as [The International Small Islands Studies Association: ISISA](#)
- Using websites that can assess policies and projects such as [The Centre for Public Impact](#)
- Networking with parliaments of other jurisdictions
- Using the PAC's statutory rights to request information
- Using primary information gathered from local surveys
- Using research services in other jurisdictions, online as well as through networking
- Following stakeholders on social media

## POST-ELECTION SEMINAR'S PROGRAMME

Day One, Tuesday 18 February  
Theme: *Setting the Scene-Understanding Parliament*

Brades, Montserrat

TIME	SESSION
0900 - 0930	<p><b>Registration and Welcome Session</b></p> <p>Participants will be asked to register and to fill in a survey to record their expectations and learning processes. Responses will be confidential. Only non-attributed responses will be used externally.</p> <p><i>A group photo will be taken after registration takes place.</i></p> <p>Facilitators: CPA UK Staff</p>
0930 - 0945	<p><b>Icebreaker</b></p> <p>After the introductions of delegates and participants, a team-building exercise will take place. Each delegate will be allocated a small group of participants for informal chats. Delegates will rotate from group to group.</p>
0945 - 1000	<p><b>Session 1: Introducing the work of CPA UK and UKOTP</b></p> <p>A presentation on the work of CPA UK and UKOTP in the UK Overseas Territories. The staff will ensure there is time for a discussion at the end.</p>
1000 - 1045	<p><b>Self-reflection</b></p> <p>Members will be asked to self-assess their Parliament;</p> <ul style="list-style-type: none"> <li>• What has been working?</li> <li>• What more needs to be done?</li> <li>• What can be expected from the programme?</li> </ul>
1045 - 1100	<i>Break</i>
1100 - 1200	<p><b>Session 2: Separation of Powers - the Legislature, the Executive and the Judiciary</b></p> <p>This session focuses on the importance of autonomy for each of the three branches of power, and how they relate to each other.</p> <p>Facilitator: David Melding AM</p>
1200 - 1300	<i>Lunch</i>
1300 - 1400	<p><b>Session 3: Roles and Responsibilities of Members and Clerks</b></p> <p>This session will explore how members and parliamentary staff, each within their role, can contribute to an effective parliament.</p> <p>Panel: Jo Corkish, Judith Baker, Scott Benton MP, David Melding AM</p>
1400 - 1430	<i>Break</i>

## POST-ELECTION SEMINAR'S PROGRAMME

Day One, Tuesday 18 February  
Theme: *Setting the Scene-Understanding Parliament*

Brades, Montserrat

TIME	SESSION
1430 - 1530	<p><b>Session 4: Expectations and future impact of a newly elected member</b></p> <p>A guided panel discussion where the experience of returning MLAs is discussed and the expectations of newly elected ones is explored, including the electorate's expectations.</p> <p>Panel: David Melding AM, Scott Benton MP and Mr Reuben T Meade, former Premier of the MLA</p>
1530 - 1600	<p><b>Debrief:</b></p> <p>Staff clarify the expectations of all parties and the purpose of the seminar, giving a short introduction of what will be explored on the next day.</p>
1600	<i>End of Day 1</i>

## POST-ELECTION SEMINAR'S PROGRAMME

Day Two, Wednesday 19 February

Theme: *Fostering Relationships as Parliamentarians*

Brades, Montserrat

TIME	SESSION
0900 - 0930	<p><b>Guided Reflection of Day Two</b></p> <p>This is an opportunity for discussion on learning and outcomes from the previous day.</p> <p>Facilitators: CPA UK</p>
0930 - 1030	<p><b>Session 5: Exploring the relationship between parliamentarians and parliamentary officials</b></p> <p>This session explores standards and expectation of service within a parliamentary context. It examines what makes an effective working relationship between Members and parliamentary officials, to ensure Members are best supported in their role.</p> <p>Facilitators: David Melding AM, Jo Corkish</p>
1030 - 1130	<p><b>Session 6: Engaging with external stakeholders</b></p> <p>This session is an opportunity to share good practice, particularly were fostering a good working relationship with Auditors, NGOs, and Govt. Departments are concerned.</p> <p>Facilitators: David Melding AM, Scott Benton MP, Jo Corkish and Ms Shirley Osborne, former Speaker of the MLA</p>
1130 - 1145	<i>Break</i>
1145 - 1300	<p><b>Session 7: Working effectively with parliamentarians and building consensus across political parties</b></p> <p>An interactive session where UK and Montserrat returning, and newly elected members, will discuss how they go about building consensus across political parties. Participants will also get the opportunity to note the challenges they have come across while trying to do so and share ideas on how to tackle such challenges.</p> <p>Facilitators: Scott Benton MP, David Melding AM and Miss Teresina Bodkin, Speaker of the MLA</p>
1300 - 1400	<i>Lunch</i>
1400 - 1500	<p><b>Session 8: Communication Workshop</b></p> <p>This session focuses on the effective use of clear and simple language, to communicate with more impact in writing as well as when speaking in public. This session will also explore the impact of tone and body language in communication.</p> <p>Facilitators: Scott Benton MP, Jo Corkish, CPA UK</p>
1500 - 1515	<i>Break</i>

## POST-ELECTION SEMINAR'S PROGRAMME

Day Two, Wednesday 19 February

Theme: *Fostering Relationships as Parliamentarians*

Brades, Montserrat

TIME	SESSION
1515 - 1600	<p><b>Session 9: Effectively Using Resources</b></p> <p>This session will explore what resources parliamentarians can draw on while doing research on political issues. It will discuss how stakeholders such as civil society organisations and academics can be instrumental in providing relevant information and research.</p> <p>Facilitators: Jo Corkish, Judith Baker</p>
1600 - 1615	<p><b>Debrief:</b></p> <p>A summary of the day is given, participants feedback on the sessions, and a short introduction to what will be covered the next day is given, taking feedback into account.</p>
1615	<i>End of Day 2</i>

## POST-ELECTION SEMINAR'S PROGRAMME

Day Three, Thursday 20 February

*Theme: What makes for Effective Parliamentary Scrutiny*

Brades, Montserrat

TIME	SESSION
0900 - 0930	<p><b>Guided Reflection of Day Two</b></p> <p>This is an opportunity for discussion on learning and outcomes from the previous day.</p> <p>Facilitators: CPA UK</p>
0930 - 1045	<p><b>Session 10: Best Practice for Legislative and Policy Scrutiny</b></p> <p>This session will look in detail at the legislative process, with a view to compare experiences. The focus of this session is to explore the processes of scrutiny within the Chamber, as far as amending legislation is concerned. It will also include a discussion on policy scrutiny.</p> <p>Facilitators: David Melding AM, Jo Corkish and Honourable Claude Hogan Member of the MLA,</p>
1045 - 1100	Break
1100 - 1200	<p><b>Session 11: The Role of the Auditor General</b></p> <p>The Auditor General will speak about their work in Montserrat and their experience of engaging with CPA UK, as well as what they do to ensure effective oversight of public finances.</p> <p>Speaker: Florence Lee, Auditor General Facilitator: David Melding AM</p>
1200 - 1300	<p><b>Session 12: Overview of the role of PAC</b></p> <p>This session will consider the different stages of conducting a committee inquiry, from drafting the terms of reference to agreeing recommendations and publishing reports. It will also explore how a committee goes about overcoming disagreements to presenting a united front.</p> <p>Facilitators: Jo Corkish, Judith Baker, David Melding AM</p>
1300 - 1400	Lunch
1400 - 1500	<p><b>Session 13: Preparing for an evidence session, effectively asking questions and chairing a committee</b></p> <p>This session will explore the process of selecting witnesses to give evidence before the committee, and how to consciously use the different types of questioning techniques gain information.</p> <p>This session also highlights the key role and responsibilities of a Committee Chairs in developing a strategy to achieve cross-party consensus within the committee.</p> <p>Facilitators: David Melding AM, Jo Corkish</p>

## POST-ELECTION SEMINAR'S PROGRAMME

Day Three, Thursday 20 February

*Theme: What makes for Effective Parliamentary Scrutiny*

Brades, Montserrat

TIME	SESSION
1500 - 1600	<p><b>Session 14: Committee Exercise</b></p> <p>Participants will form a committee and take evidence, based on a real case study. This will be an opportunity to apply and demonstrate the learning gained throughout the post-election seminar.</p> <p>All involved</p>
1600 - 1630	<p><b>Programme evaluation, future workshops scoping and final reflections</b></p> <p>Facilitator: CPA UK</p>
1630	<i>End of Day 3</i>

## ABOUT CPA UK

CPA UK supports and strengthens parliamentary democracy throughout the Commonwealth. It focuses on key themes including women in parliament, modern slavery, financial oversight, security and trade.

Peer to peer learning is central to the way CPA UK works. CPA UK brings together UK and Commonwealth parliamentarians and officials to share knowledge and learn from each other. It aims to improve parliamentary oversight, scrutiny and representation and is located in and funded by the UK Parliament.

## UK OVERSEAS TERRITORIES PROJECT OVERVIEW

The UK Overseas Territories Project (UKOTP) is a consortium led by CPA UK in partnership with the UK National Audit Office (NAO) and Government Internal Audit Agency (GIAA). The project is funded by the Foreign and Commonwealth Office (Conflict, Stability and Security Fund).

Since 2016, it has supported frameworks for good practice and priorities in the oversight of public finances. The project provides technical assistance, training and mentoring to audit officials, Public Accounts Committee (PAC) members and clerks across the territories to support and encourage effective oversight of public finances.

The Project focuses on three areas: internal audit; external audit; and parliamentary oversight of public finances. It has agreed programmes of activities in place with each relevant Territory, working in partnership on priority areas. The project covers the following territories: Anguilla, Bermuda, British Virgin Islands, Cayman Islands, Falkland Islands, Gibraltar, Montserrat, Turks & Caicos Islands, St Helena, Ascension, Tristan Da Cunha.

The graphic below outlines different activities for the three areas:



## CPA UK DELEGATION

### DAVID MELDING AM CBE

Member for South Wales Central (Welsh Conservative Party)

David Melding was first elected to the National Assembly for Wales in May 1999. He has served as the Conservatives' Shadow Minister for Health and Social Care and for Economy and Transport. Between 2000 and 2011 he was the Welsh Conservatives' Director of Policy and wrote the Welsh Conservatives' manifestos for the 2003, 2007 and 2011 Assembly elections.



He has previously chaired the Assembly's Audit; Health and Social Services; Standards of Conduct; and Constitutional and Legislative Affairs Committees. David Melding was Deputy Presiding Officer during the Fourth Assembly. He is a former manager of the Carers National Association in Wales and a former Deputy Director of the Welsh Centre for International Affairs.

### SCOTT BENTON MP

Conservative MP for Blackpool South

Scott Benton was elected the Conservative MP for Blackpool South in 2019. Scott has a proven track record of working with local people, community groups and businesses to get results on the issues that matter to people. He is campaigning alongside residents across Blackpool to improve our local community and to make Blackpool an even better place to live, work and visit.



Scott has considerable experience both in and outside of politics. He previously worked for Craig Whittaker MP and served as a Councillor in Yorkshire for 8 years where he was Deputy Leader of a local council for part of that period.

### JOANN CORKISH

Clerk to the Public Accounts Committee, Tynwald, Isle of Man

Jo joined the Clerk of Tynwald's Office in 2009 as Head of the Chamber and Information Service. Following a year seconded to the Isle of Man Government Cabinet Office, as Change and Reform Programme Lead, she returned to Tynwald in 2015 and took on the role of Third Clerk. She has been Clerk to the Public Accounts Committee since 2016 and is also currently clerking committees on Poverty, Whistleblowing and an inquiry into the Media Development Fund.



For the CPA UK Overseas Territories Project, she has undertaken in country placements in both Montserrat and the Falkland Islands and Tynwald has hosted visits from St Helena and the Falkland Islands. In 2018 she completed the International Professional Development Program for Parliamentary Staff with McGill University, after being sponsored by the CPA and is currently studying for a law degree via distance learning. She previously worked in the private sector in finance, business analysis and project management roles.

## CPA UK DELEGATION

### DIANA ATUNGIRE-OCAYA

Head of UK Overseas Territories Project, CPA UK

Diana is an international development professional with over 20 years' experience promoting stakeholder participation, dialogue and engagement between civil society, the private sector and policy and decision makers.

Diana currently works with the Commonwealth Parliamentary Association (UK Branch) and heads the UK Overseas Territories Project managing engagement with key stakeholders to strengthen good practices in oversight of public finances. The project funded by the Foreign and Commonwealth Office under the Conflict, Security and Stability Fund (CSSF) is managed by CPA UK in consortium with the National Audit Office and the Government Internal Audit Agency. She previously worked with the Commonwealth Foundation supporting dialogue between Civil Society leaders and key Government officials on key issues such as education, health and gender.



### AXELL KAUBO

Project Assistant, UK Overseas Territories Project, CPA UK

Axell helps to organise inter-parliamentary and inter-jurisdictional secondments between the UK and UK Overseas Territories (UKOTs). He collaborates with civil servants, government officials, key stakeholders and parliamentary staff, to this end. Working on the UK Overseas Territories Project (UKOTP), Axell ensures examples of good practices continue to be exchanged between PAC Members and Auditors from the UK and Overseas Territories.



Axell holds a BA (Hons) International Relations and Languages from the University of Portsmouth, and a MA International Relations from the same university. His previous roles include Inquiry Manager at the House of Commons, Assistant to a Member of the European Parliament in Strasbourg, and Community Engagement Researcher at Portsmouth City Council.

CPA UK

Westminster Hall | Houses of Parliament | London | SW1A 0AA

T: +44 (0)207 219 5373

W: [www.uk-cpa.org](http://www.uk-cpa.org)

E: [cpauk@parliament.uk](mailto:cpauk@parliament.uk)