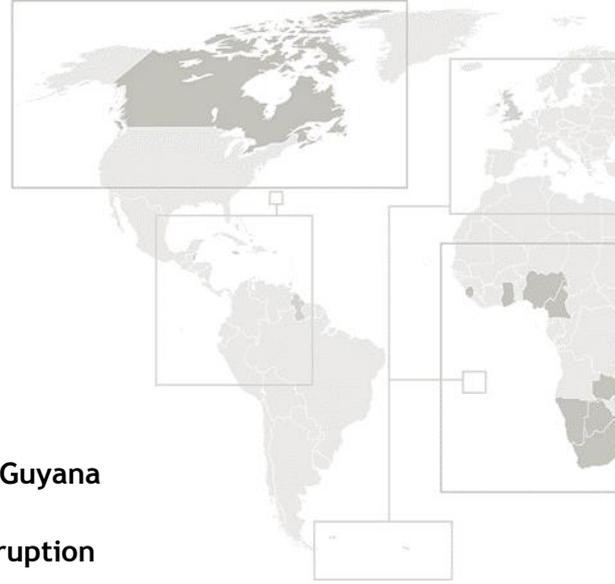




HOUSES OF PARLIAMENT



CPA UK and National Assembly of Guyana

Parliamentary Forum on Anti Corruption

9-11 November 2016

Report



Contents

Background	2
Delegation	2
Aim and Objectives	2
Summary	3
Programme Comments	4
Programme	13
Outcomes and follow-up activities	16
Acknowledgments	16
About CPA UK	17
Annex A: UK Delegation Biographies	18



Background

1.01. The UK Parliament and National Assembly of Guyana maintain a collaborative relationship stemming from a seven month capacity building programme which took place from October-April 2016. The programme focussed on parliamentary practice and procedure, committee oversight and scrutiny, management and administration of parliament and legislating for sustainable development.

1.02. Parliamentary governance matters have fallen under the remit of the Prime Minister of Guyana since 2016. As a result, a Sub-Committee was constituted to produce a strengthened Code of Conduct for holders of public office, including Ministers and Members of Parliament. Based on the findings of the Sub-Committee, the Government of Guyana wished to amend the Integrity Commission Act 1997 to include an updated Code of Conduct.

1.03. CPA UK produced a proposal of a programme of activities focusing on increasing the awareness of Guyanese parliamentarians of statutory responsibilities in public life and anti-corruption legislation. This follows a request from the Prime Minister of Guyana, Hon. Moses Nagamootoo for support in developing the knowledge and understanding of parliamentarians on the issue of corruption to improve current legislation.

Delegation

2.01. The UK delegation to the Parliamentary Forum on Anti-Corruption was:

Rt Hon. Sir Kevin Barron MP (Labour) - *Delegation Leader*

Lord Callanan (Conservative)

David Melding AM (Conservative)

Eve Samson, *Clerk of the EU Scrutiny Committee, House of Commons*

Rachael Atkins - Americas, Caribbean and Europe Programme Manager, CPA UK - *Delegation Secretary*

Aim & Objectives

3.01. **Aim:** To explore the role and responsibilities of parliamentarians in identifying and understanding corruption and build the legislative capacity of Guyana in tackling corruption through the evolution of the Code of Conduct for Public Office Holders.

3.02. **Objectives.** The programme aimed to achieve the following objectives:

- a. Provide technical assistance and expertise to the Sub-Committee on draft Code of Conduct.





- b. Explore in depth the principles behind the United Nations Convention against Corruption and its relevance to parliamentarians in Guyana.
- c. Examine and build understanding of the role of parliamentarians in scrutiny, oversight and legislation with relation to corruption.
- d. Promote knowledge exchange and discussion between the UK and Guyana on the issues of corruption, standards in public office and parliamentary codes of conduct.

Summary

4.01. The visit delivered on its objectives in enhancing the knowledge and awareness of parliamentarians of their role in fighting corruption and upholding public standards through exchanges of opinion, experience and information. Participants explored the areas of public life and ways in which corruption affects the development of good governance and economic stability.

4.02. Through exchange of experience and information on existing systems and frameworks, the participants were able to identify respective national and shared challenges and solutions in areas surrounding managing standards in public life and regulating the actions of MPs. The programme explored the theory and practical application of the role of parliamentarians in scrutiny and oversight of key areas where corruption must be avoided, such as public appointments, declarations to the Integrity Commission and procurement.

4.03. The Forum allowed open and productive discussion on good practice on how MPs engage with the regulatory framework that exists for public office holders. The Draft Code of Conduct was formulated by a committee of experts under the leadership of Hon. Raphael Trotman MP, former Minister of Governance, then Minister of Natural Resources. MPs not involved in the first draft were provided copies of the Code of Conduct in the week beginning 7 November 2016. There were concerns raised about the progression of the process of finalising the Code of Conduct, specifically calls to involve cross-party MPs in scrutinising and modifying the Code, if necessary. Through discussion, consensus was reached between MPs on the need for the involvement of parliamentarians in the creation and evolution of standards legislation and frameworks. There was also a keenness to explore the role of MPs in upholding the code of conduct, and playing a role in receiving complaints and identifying appropriate sanctions for those who are deemed to have breached the rules.

4.04. CPA UK will next focus on the role that technical expertise can play in the process of creating and finalising a Code of Conduct. CPA UK will explore whether the UK Parliament and its officials can play a part in advising and supporting the next stage of the process.





Programme Comments

5.01. Current Landscape in Guyana

5.01.1. The first session enabled Mobahir Nandlall MP from the National Assembly of Guyana to give an overview of the importance of anti-corruption measures to developing states. Mr Nandlall called for more engagement in the field of anti-corruption because of the dangerous effect corruption has on development. He lauded the fact that since 1993, all annual audited reports were presented to the Public Accounts Committee of the National Assembly in a timely fashion by an Audit Office that is constitutionally autonomous. Mr Nandlall noted that parliamentarians had problems with allegations of corruption without evidence, which were hard to prove spurious or otherwise, and were damaging to the integrity of public office holders.

5.01.2. Hon. Khemraj Ramjattan MP, Minister for Public Security highlighted the actions Guyana was taking to uphold the UN Convention against Corruption which was ratified by Guyana in 2008. Such actions included the Procurement Act 2003 and the Fiscal Management and Accountability Act 2003, the latter created particular offences in how public money was dealt with. Hon. Ramjattan called for the development of legislation to allow the state to recover assets and for the protection of property rights.

5.01.3. Lord Callanan, UK Parliament stressed that often the definition of corruption was used selectively and the role that cross-party MPs had in ensuring that the interests of the public were represented above partisanship. It was noted that the Integrity Commission, set up through the Integrity Commission Act in 2007 did not yet have a Chair or Commissioners due to disagreement and delays within the National Assembly regarding their appointments. The Commission was currently staffed by a Chief Executive Officer and Secretariat, whose power was limited by legislation to collecting and archiving declaration forms on income and interests, chasing those who do not submit without being able to investigate areas for concern. The Act criminalised failures to declare, and it was accepted that significant portions of MPs had consistently failed to declare or did not declare within the deadline. It was noted by Lord Callanan that failure to comply by these rules or to penalise those who do not declare brought the law into disrepute and that it would only be a success if all MPs would make a concerted effort to abide by the legislation.

5.02. Identifying and Upholding the Principles of Standards in Public Life

5.02.1. The Forum facilitated important discussion on the identification of the standards in public life that MPs seek to uphold. There was agreement that the most appropriate benchmark for developing such standards were the Nolan Principles of Standards in Public Life developed in 1995 by the UK Committee on Standards in Public Life. The Rt Hon. Sir Kevin Barron MP, UK Parliament, gave an overview of the development of the Principles, noting that they were developed after the 'Cash for Questions' scandal in the UK Parliament in the 1990's, ending a period where MPs were thought to act honourably at all times





without a need for a guiding framework. The seven principles were outlined as selflessness, integrity, objectivity, accountability, openness, honesty and leadership.

5.02.2. Dr Frank C.S. Anthony MP noted the Commonwealth Parliamentary Association had adapted the Nolan Principles into their best practice benchmarks for Commonwealth Parliamentarians, and advised that MPs should have a role in creating the standards that govern them. There was discussion about the provisions of the Integrity Act, and whether its amendment was premature given that the Integrity Commission had never been functioning at capacity with full use of the legal instruments available to enforce its role, and therefore there was not an opportunity to analyse areas where the legislation might be lacking or working well.

5.02.3. Mr Jermaine Figueira MP noted that in the case of public standards, legislation was not enough to support good practice but that a culture change was needed. Mr Figueira noted that the government seeking to have a code of conduct for Ministers and public servants was an important step. Mr Figueira also noted that as MPs were not employed on a full time basis, they often maintained external employment which complicated the chain of accountability and provided difficulties with clarifying conflicts of interest. Mr Figueira also noted that the employment status of MPs meant that there was not an adequate support system for them, for example, in renting an office, travel or hiring staff, which affected how MPs function.

5.02.4. David Melding AM, of the National Assembly for Wales emphasised the principle of ‘leadership’ as a key area of consideration for parliamentarians in this area; he noted that public confidence in democratic institutions could be improved if MPs are seen to put standards and integrity above political differences, thus demonstrating the leadership element of the Nolan Principles. Mr Melding spoke of the importance of respecting existing anti-corruption measures, such as declaring interests to the Integrity Commission, in demonstrating leadership to other public office holders. Mr Melding spoke of the importance of maintaining public confidence by avoiding compromising situations, mentioning that avoiding potential conflicts of interest was always better than dealing with the aftermath of a bad decision. Mr Melding highlighted the importance of objectivity and acting based on merit, as well as openness, noting that if an MP is happy with a decision made, then they should have no issue with explaining to the public the reasons behind that decision. He added that it was the role of the media and civil society to facilitate these explanations if they are not forthcoming.

5.03. Parliamentary Involvement in Upholding Standards

5.03.1. The Rt. Hon. Sir Kevin Barron MP and Eve Samson, Clerk of the EU Scrutiny Committee of the House of Commons provided a practical perspective and insight into the evolving landscape of parliamentary standards in the UK. Sir Kevin explained that the UK Parliament had a independent Parliamentary Commissioner for Standards. The Commissioner was appointed for a maximum five year





term, ensuring that the position was not compromised by the Commissioner delivering favourable treatment in return for the extension of the contract. The Commissioner received complaints from members of the public, prompted by the media or from other MPs. The Commissioner, along with an Investigating Officer examined complaints to determine if there has been a breach of the Code of Conduct, and interviewed the MP concerned to take evidence. The Commissioner then passed their report to the Committee on Standards of the House of Commons, which was currently made up of seven cross-party MPs and three lay members¹. The MP in question can request to appear in front of the Committee to argue their case.

5.03.2. Utilising the report from the Parliamentary Commissioner for Standards and their own deliberations, the Committee then comes to their conclusions of whether a breach has occurred and recommends sanctions. This ranged from an apology in the House to suspension for a prolonged period of time, which often resulted in resignation. The proposed action goes to the floor of the House to be voted on. Sir Kevin stressed the importance of cross-party consensus within the Committee, though noted that lay members currently did not have a vote on the Committee and instead could publish an addendum to the report if they felt strongly that their conclusions differed from that of the Committee. Sir Kevin emphasised that this system of peer-review was based on the understanding that Committee members were completely impartial, and would impose sanctions on fellow MPs regardless of their party allegiances. Sir Kevin detailed that the Code of Conduct in the UK Parliament was reviewed every five years and evidence was taken by the Commissioner on proposed changes.

5.03.3. Concerns were raised by some Opposition MPs that any system of sanctions related to the draft Code of Conduct be based on a similar mechanism to that of the UK Parliament, with complaints being dealt with by an independent impartial body, potentially the Integrity Commission, and sanctions being decided by Parliament, rather than the Executive. It was also remarked by a number of MPs that there should be cross-party parliamentary input into the next stage of the Code of Conduct, perhaps through a select committee who could take evidence from experts and seek legal opinions, or through a debate on the Code where amendments could be put forward. It was remarked by the UK delegation that there was an opportunity to build consensus in the National Assembly through a cross-party evolution of the Code of Conduct. However, it was added that the idea of MPs setting their own guidelines was often unpalatable to the public, and could instigate accusations of isolationism. The Rt Hon. Sir Kevin Barron MP heralded the idea of public consultations or the involvement of lay members in the progression of the Code in order to increase the level of accountability to the public and relationship between citizens and parliamentarians.

5.03.4. There was significant discussion over whether one code of conduct was appropriate for backbench MPs as well as Ministers. When questioned, the UK delegation expressed the view that it was wise to

¹ As of 2017, the number of lay members on the House of Commons Committee on Standards will be increased from four to seven in total, to match the numbers of MPs on the Committee.





distinguish between the two levels of parliamentarians, and that in the UK Ministers were governed by a separate code created by the Government. The delegation cautioned that it was wise to clarify the guidelines for any parliamentary standards body, as there had been some instances in the UK where the Committee on Standards had been called to investigate a Minister in their capacity as a Member of Parliament, although they technically were accountable to a different system of standards.

5.04. Practically Using a Code of Conduct

5.04.1. The role of the media in frustrating and assisting the upholding of standards in public life was debated. Delegates expressed frustration that the media has printed spurious claims about alleged corruption of particular MPs. David Melding AM observed that the media often exaggerated claims when they did not have access to information; it was his experiences in Wales that when media had full access to information and MPs are transparent, stories speculating about conflicts of interest or scandals disappeared. It was noted that failures to declare interests generated the most attention, regardless of whether the issue upon examination actually represented a conflict of interest or issue of concern to the public.

5.04.2. Eve Samson spoke of the nature of proportionality and the importance of ensuring any system is not clogged up with petty complaints and claims of a political nature. David Melding AM described that between 2011-2016, there were 97 complaints to the Welsh Standards Committee, of which six were found admissible. Mr Melding explained that a number of these complaints were perceived issues with performance where constituents were unhappy at the level of support or response afforded to them by their MP, rather than breaches of the code of conduct. Mr Melding gave an insight into the practicalities of the system of declarations in place in the Welsh National Assembly; gifts over £320/1% of salary in a year must be declared, which included the cumulative costs of a series of dinners or gifts. Clear guidelines were also in place regarding property; AM's did not have to declare the value of their own house, but did have to declare additional properties if they have 'substantial value', deemed to be the equivalent of a years' salary.

5.04.3. Mr Melding stated that the wording of the code shouldn't cause controversy - although words can be altered for different contexts, international best practice and experience provided a number of templates and examples to utilise. Mr Melding explained that the issues would come when deciding the guidelines to accompany the code; who declares what and how, and to whom, how are complaints investigated, and the role of other parliamentarians and independent bodies in the process. Ms Samson explained that codes of conduct for public office holders contain standards that are higher than the law, and that there must be a clear distinction between what breaks the code of conduct and what breaks the law. It was also noted that a code of conduct should relate to public, not private life. Ms Samson reiterated that upon discovering that criminality has occurred, the relevant body should transfer the investigation to the Police.





5.04.4. The importance of education of Members on the guidelines was brought up by a number of participants, especially in relation to newly elected parliamentarians. Eve Samson detailed that the Standards Committee held three sessions for new MPs in the UK after the 2015 intake. These included one briefing on Chamber behaviour, one on recruitment and running an office and one on standards. The sessions on standards were conducted in groups of MPs according to party, chaired by a senior party MP which allowed them to ask any difficult questions. In between elections, Ms Samson explained that the Committee on Standards had given talks to party groups and met with individual MPs to discuss the rules.

5.04.5. Guyanese participants spoke frankly on the difficulty gaining and maintaining consensus on political issues within the National Assembly, exemplifying concern about how the National Assembly would be able to achieve a strong efficient standards framework along with the impartial procedures that would accompany it. Ms Gail Teixeira, MP called for a cultural change to take place that was beyond a change of the Integrity Commission Act and Code of Conduct. It was explained that as the National Assembly requires a two thirds majority to appoint positions such as the Chair of the Integrity Commission, and the government currently had a majority of one seat, it is often extremely difficult to find a political solution without the vote of MPs from opposing parties. Members of the Opposition noted that the potential for gridlock when agreeing appointments of Chairs of Commissions such as the Integrity Commission had been built into the political system, and the Guyanese parliamentarians now needed to think about whether there was a demand for constitutional review.

5.04. Maintaining the Integrity of Anti-Corruption Institutions and Legislation

5.04.1. Ms Gail Teixeira, MP gave an overview of the institutions put in place already in Guyana to support the fight against corruption; these were notably the Integrity Commission, Human Rights Commission and Public Procurement Commission, the latter of which employed its first Commissioners the week before the Forum. Ms Teixeira, emphasised the hybrid nature of the Guyanese legislature, which had a Republican context with a President and Prime Minister, but maintained the key oversight features of a Westminster-style democracy. Ms Teixeira, emphasised that political will must play a key role in creating effective institutions; any framework must be effective and not dependent on the personalities of those involved. Ms Teixeira, stated that she believed Guyana had a good architecture for oversight and combatting corruption but institutions must have financial, technical and human resources to allow them to function effectively; these bodies were enshrined in the constitution and had a high level of protection but they must be allowed to be resourced.

5.04.2. Dr Anand Goolsaran, former Auditor General compared Guyana's institutional anti-corruption and legislative frameworks with other Caribbean countries, noting that the existence of a Procurement Act in Guyana despite its absence in a number of neighbouring states. However, it was noted that although the Act provided a framework, there needed to be meaningful enforcement of the legislation in order to yield





results. This sentiment was also repeated with reference to the Integrity Commission which was not functioning at full capacity. Dr Goolsaran called for each Ministry and public body to have a handbook and training on the Code of Conduct specific to their needs and challenges to allow them to engage with the Code in a practical way. Dr Goolsaran explored the role of the Contractor General in Jamaica, a role responsible for overseeing public infrastructure.

5.04.3. Dr Goolsaran spoke of the Transparency International Guyana group, which had applied for full Chapter Status within Transparency International, and called for the support of the government, civil society and the private sector in championing their work. Dr Goolsaran called for the passing of government initiated legislation to protect whistle blowers, and for the expedition of the reform of the Integrity Commission and upholding of legislation related to it.

5.04.4. Lord Callanan called for institutions to lead the fight against corruption, noting that the National Assembly had a demand within it to be more effective in holding Ministers and itself to account. Lord Callanan reiterated the views of other speakers by highlighting again the role of the Integrity Commission, noting that it had the legal right to take action against those who did not file their declarations, but was not empowered to do so. Guyanese delegates questioned how the UK dealt with violations of privacy of declarations, stating that some MPs withheld information from the Integrity Commission because information was leaked to the media in the past. The UK delegates remarked that in instances such as the one described, there is a large benefit to publicising all declarations and registers of interest, as the UK Parliament does. They remarked that the media interest decreases when something is already in the public domain.

5.05. The Role of Parliamentarians in Oversight of the Executive

5.05.1. The role of legislators in Executive oversight, and the processes in place to support scrutiny was a key theme of the Forum. A continuing concern raised by the Opposition was the presence of government Ministers in select committees. The infrequency of parliamentary sittings was also brought up, with discussions focussing on the delicate balance between maintaining external employment vital to the livelihood of MPs and the demand for more regular parliamentary sessions to allow sufficient scrutiny of legislation and reasonably sociable sitting hours, as opposed to one or two very long days each month.

5.05.2. A number of Guyanese MPs were also keen to increase the oversight function of parliamentarians in Guyana through urgent questions to Ministers. The UK delegation provided an insight into this practice in the UK, where specific Ministers can be called by the Speaker at late notice to explain the Government's position and action taken on a certain urgent development or situation. Opposition MPs noted that the short sitting periods of the National Assembly meant that scrutinising Ministers in this way was not an adopted practice. MPs also noted that questions asked to Ministers can take three weeks before they receive a written response, by which time the situation has passed. MPs questioned the UK





delegation over what led the UK to have such a system; the UK delegation responded that the culture of scrutiny related to Ministerial questions had been led by the Speaker of the House of Commons, who granted many more urgent questions than his predecessor and has awarded significant time to backbench members to ask questions to enhance the power of Parliament. The UK delegation also mentioned the fact that Chairs of select committees in the UK are now elected by the whole House, rather than party Whips, which removed accusations of party political manoeuvring in their appointment.

5.06. The Role of Parliamentarians in Oversight of Public Procurement

5.06.1. Rt Hon. Sir Kevin Barron MP outlined the impact of corruption in public procurement, namely that it resulted in a reduction in quality of projects therefore reduced public safety, distorted competition, loss of money and reduced trust in government. Sir Kevin explained that if recruitment is not based purely on merit and contracts on the most appropriate bid, then roles are given to unfit candidates, resulting in losses for the government and taxpayer. Valerie Patterson MP outlined that the Public Procurement Commission Members were recently sworn in by the President and had begun work, lauding the improvements made in this field and noting that Guyana was on the right track.

5.06.2. David Melding AM drew on the experience of the Public Accounts Committee of the Welsh National Assembly, who liaised with the Auditor General when examining procurement, including incidents where no corruption had occurred but the procurement was poor. He noted that just because a procurement is free of corruption it doesn't mean the process and delivery has been efficient and successful. The UK delegation shared practical advice on good practice in public procurement; distributing information on what the government are intending to purchase before tendering to ensure the availability of all information to those who may wish to make a bid. They explained that doing this was key to those applying but also in demonstrating transparency to the public and civil society, allowing them to monitor the process. E-procurement was discussed as a way to publicise tenders that was available to everyone and transparent. David Melding AM explained that there needed to be advance agreement of selection criteria, adding that abuse of positions of power often arose from changing rules as the process moved along. He noted that if a dramatic change is needed, the process should be begun again. He also urged government to provide feedback when contracts were not awarded, and to ensure that a robust legal system was in place to support bidders uncertain of their rights, especially when encouraging international investment.

5.06.3. Mr Melding advocated for the careful recruitment and training of staff, using an example of the Procurement Bureau, a central unit introduced in Wales who provide support to organisations without embedded procurement expertise, such as local authorities awarding contracts for school building. It was also emphasised that procurement officers needed to be paid sufficiently and that record keeping needed to be flawless in order to provide an audit trail. Mr Melding suggested that for large procurements related to extractive industries, clauses can be inserted into contracts relating to the provision of an independent monitor. Mr Melding also warned on inefficient spending at the end of financial years, and spending during periods of national emergencies where rules are often disregarded. The UK delegation explained that the





UK was currently looking into the problem of shell companies, which mask the true ownership of companies within them, undermining public confidence and often facilitating tax evasion and avoidance. The UK delegation noted that particular sectors are vulnerable to corruption such as construction and public works, infrastructure and extractive industries.

5.06.4. Guyanese delegates expressed concern that public procurement provided adequate opportunity for small contractors to bid for contracts. In response, participants discussed that the current procurement legislation provided that 20% of contracts to be designated to small contractors, and that there was provision for communities themselves to bid for project within their local area, which was of particular benefit for Amerindian communities. Mr Melding mentioned that some contracts can be needlessly large, and can be broken up into smaller contracts to provide opportunities for growing businesses and gain the best value, giving the example of splitting contracts for hospital equipment between cleaning and medical equipment. Delegates asked for advice on how to manage close relationships between major contractors and politicians in a country with a small population without affecting freedom of association. Mr Melding provided some advice on good practice, suggesting that if an MP was aware that an associate was interested in discussing an upcoming contract that anyone else also interested had that access by inviting other companies to meet with them. Mr Melding emphasised that there was a key role to play for registers of interests in disclosing if family members are involved in bidding for a government contract.

5.07. The Role of Parliamentarians in Public Appointments

5.07.1. The Forum discussed the system of public appointments in the UK. Rt Hon. Sir Kevin Barron MP shared his experience of taking part in the first public appointment hearing while a Member of the Health Committee. This involved interviewing the ministerial nominee in public session to assess their suitability for the role, and their plans for the future of the organisation they were appointed to lead, including particular challenges and promises, allowing the committee to hold them to account at a later date. Sir Kevin mentioned the recruitment of the lay members on the UK House of Commons Commission and Independent Parliamentary Standards Authority were recruited by private independent agencies. When asked how the UK deals with public appointments between government terms, Sir Kevin noted that no appointments occurred in the UK during an election campaign. Participants heard that the UK had an Office of Public Appointments, a statutory organisation which was part of government that made sure appointments were transparent and given on merit. It was noted that the Guyana Public Service Commission had a similar role. Some delegates noted that although the Constitution guaranteed security of tenure for public officials, some officers argued they were made to feel unwanted and driven to resign after changes of government.

5.08. Natural Resources

5.08.1. MPs then discussed the current landscape with regards to natural resources in Guyana, focussing on the gold mining industry, logging and oil and gas exploration. Lord Callanan noted that Guyana was in





discussions with the Carter Centre in order to join the Extractive Industries Transparency Initiative, and that this might support improvements in the investment climate. Guyanese participants recognised that in the past large amounts of revenue in the gold mining industry had escaped taxation, and that there were continued issues with illegal logging. Lord Callanan spoke on the various ways states can utilise new revenue from oil and gas, noting hydrocarbon exploration currently taking place in Guyana. Lord Callanan explained that the UK spent most of the earnings from the discovery of North Sea oil in the 1970's, but countries such as Norway established a sovereign wealth fund to maintain the revenue and only spent the earnings through interest, creating one of the largest capital funds in the world. There were also cautions against over-reliance on extractive industries, noting the economic crises in Venezuela and the Gulf countries after the drop in oil prices.

5.08.2. Guyanese delegates noted that Guyana was one of six countries involved with exporting carbon credits, resulting in an income of over US\$175 million. The carbon credit system had a number of checks and balances and was subject to intense scrutiny by Norway, the Inter-American Development Bank and the United Nations, suggesting that the management of these resources can be done successfully. Guyana was also highlighted as a leader in the field of rainforest preservation, but parliamentarians noted that there were issues with technical and physical rather than legislative capacity. It was noted that the interior of Guyana covers two thirds of the country but is largely uninhabited, making it extremely difficult to police. However, MPs lauded a new initiative by the government to recruit a core of wardens with special training and police powers to operate in the Hinterland, an area which had been notoriously difficult to police because of its dense rainforest and distance from major settlements. These wardens were to focus on crimes related to forestry, mining and wildlife. Discussions ended with a call for the Committee on Natural Resources to maintain a level of scrutiny in this field, and to call key stakeholders in relevant industries to give evidence and provide information on their work.

Programme

6.01. The programme was coordinated by CPA UK and the National Assembly of Guyana in accordance with the aim and objectives. A full programme is included below.

Programme -

Wednesday 9 November	
The UK delegation met with key stakeholders to discuss the programme background. Discussions addressed gaps in knowledge or understanding of the incoming team who were involved in the delivery of the forum. Meetings gave the delegation a full introduction to the political landscape in Guyana and the challenges and priorities regarding anti-corruption and standards in public life.	
Meetings	<ul style="list-style-type: none"> Mr Carl B. Greenidge, Second Vice-President and Minister of Foreign Affairs and Acting Prime Minister for the duration of the visit Bharrat Jagdeo MP, Leader of the Opposition





	<ul style="list-style-type: none"> • Hon. Dr. Barton U.A. Scotland, C.C.H MP, Speaker of the National Assembly • Sherlock E. Isaacs, Clerk of the National Assembly • Chief Executive, Integrity Commission
1800-1930	<p>The Guyana Policy Forum Panel Discussion on the importance of Parliamentary action on anti-corruption and related accountability mechanisms.</p> <p>Cara Lodge Hotel, Georgetown</p>
Parliamentary Forum on Anti-Corruption Day 1: Thursday 10 November	
<p>Day 1 provided an introduction to corruption as an evolving concept, explored the relevant legislation and international agreements that seek to curtail it. Discussion highlighted the key elements of national anti-corruption legislation that apply to public office holders, and examined standards in public life and the codes of conduct created to uphold them. It involved practical advice on working with and interpreting codes of conduct, utilising the experience of the visiting delegation and Guyanese parliamentarians to identify key areas where support is required.</p>	
1000	<p>Welcome and Introductions</p> <p>Opening remarks from Hon. Dr. Barton U.A. Scotland, C.C.H MP, Speaker of the National Assembly and the Rt Hon. Sir Kevin Barron MP, UK Parliament</p>
1030	<p>Session 1: What is corruption?</p> <p>This session gave an overview of the different categories of corruption, as defined in the UN Convention against Corruption. It provided an insight into the legislation and conventions that Guyana is a party to, and recent international developments in the field.</p> <p>Chair: Mr. Mohabir A. Nandlall, M.P., National Assembly of Guyana Hon. Khemraj Ramjattan, M.P., Vice-President and Minister of Public Security Lord Callanan, UK Parliament</p>
1130	<i>Coffee break</i>
1200	<p>Session 2: The principles of standards of public life</p> <p>The Nolan Principles outline seven principles of standards in public life that public office holders should seek to uphold. These are selflessness, integrity, objectivity, accountability, openness, honesty and leadership. This session examined each principle and how they apply to legislators and parliamentary officials in practicality. The aim of the session was to identify the ways in which corruption can affect parliamentarians, and how it can be identified and avoided.</p>





	<p>Chair and Contributor: Mr. Jermaine Figueira, M.P., National Assembly of Guyana Dr. Frank C.S. Anthony, M.P., National Assembly of Guyana David Melding AM, , Welsh National Assembly Eve Samson, Clerk of the EU Scrutiny Committee, UK Parliament</p>
1300	<i>Lunch</i>
1400	<p>Session 3: The role of codes of conduct</p> <p>How do codes of conduct work and how are they upheld? This session looked at the mechanisms in different legislatures for the creation and enforcement of codes of conduct. It also looked at common areas for concern such as conflicts of interest, external employment and receiving gifts.</p> <p>Chair: Hon. Nicolette O. Henry, M.P. Rt. Hon Sir Kevin Barron MP, UK Parliament</p>
1500	<i>Coffee</i>
1530	<p>Session 4: Practically using a Code of Conduct</p> <p>In this session we heard from parliamentarians on how they engage with their respective codes of conduct, and how it provides a framework for their role in public life. Sharing their experiences and challenges, this session provided a forum to discuss some of the areas where codes of conduct fall short.</p> <p>Chair: Ms. Priya D. Manickchand, M.P., National Assembly of Guyana Eve Samson, Clerk of the EU Scrutiny Committee, UK Parliament David Melding AM, Welsh National Assembly</p>
Parliamentary Forum on Anti-Corruption Day 2: Friday 11 November	
<p>Day 2 explored the role institutions have in supporting anti-corruption legislation and codes of conduct, and key challenges in relevant sectors. Its aim was to examine the role parliamentarians can play in examining key industries, and their role in scrutinising on behalf of the public.</p>	
0900	Wreath laid at Commonwealth War Graves, Georgetown
1000	<p>Session 5: Creating robust institutions</p> <p>This session focused on the ways different countries and legislatures have striven to create strong institutions to uphold good practice in transparency and anti-corruption. From Integrity Commissions to Committees on Standards and</p>





	<p>Parliamentary Commissioners and the Office of the Clerk, this session explored the frameworks and institutions that support anti-corruption measures.</p> <p>Chair and Contributor: Ms. Gail Teixeira, M.P. Dr Anand Goolsarran, former Auditor General and author of “Governance, Transparency and Accountability (tbc) Lord Callanan, UK Parliament</p>
1100	<i>Coffee break</i>
1130	<p>Session 6: Key areas of anti-corruption work: Procurement and appointments</p> <p>This session explored the steps that can be taken to uphold standards in the procurement process and in public appointments. Focusing on the framework, as opposed to individual examples, participants examined the most common issues that arise in these sectors, and mechanisms in place in different legislatures to avoid corruption.</p> <p>Chair: Hon. Valerie Patterson, M.P. Rt Hon. Sir Kevin Barron MP, UK Parliament David Melding AM, Welsh National Assembly</p>
1230	<i>Lunch</i>
1330	<p>Session 7: Key areas of anti-corruption work: Natural Resources</p> <p>This session explored the importance of anti-corruption legislation and standards in the natural resources sector. With reference to legislation and steps already in place to combat corruption in this area, it explored the potential ways parliamentarians can play a role in anti-corruption efforts in the logging, gas, oil and mining industries.</p> <p>Chair: Bishop Juan A. Edghill, M.S., J.P., M.P. Lord Callanan, UK Parliament</p>
1430	<i>Coffee</i>
1500	<p>Closing session</p> <p>Closing remarks and feedback, and discussion of follow up activities or support.</p> <p>Rt Hon. Sir Kevin Barron M.P., UK Parliament Hon. Lt. Col. (Ret’d) Joseph F. Harmon, M.S.M., M.P. Bishop Juan A. Edghill, M.S., J.P., M.P. Hon. Dr. Barton U.A. Scotland, O.R., C.C.H., M.P.,</p>





Outcomes and follow-up activities

7.01. Delegates from the UK and Guyana noted that the Forum had been a successful exercise in facilitating discussion and progress in key areas relating to the practical introduction of standards legislation and anti-corruption institutions. To monitor the immediate impact of the programme, CPA UK distributed pre and post-assessment forms to participants. The pre and post-assessment forms assessed the change in understanding experienced by participants over the course of the programme, through self-evaluation. The form included sections to detail the most valuable areas explored and areas where participants would like further attention or improvement. Participant responses showed that their knowledge of how to practically engage with a code of conduct increased by 31.51%, and their understanding of role of parliamentarians in fighting corruption by 29%.

7.02. Following the delivery of this programme, CPA UK will continue to build the relationship between UK parliamentarians and their colleagues in the National Assembly of Guyana, with a focus on strengthening the role of the parliamentarians in oversight and scrutiny, and supporting the ongoing evolution of the Code of Conduct and the stakeholders involved as the process progresses through offering technical assistance.

7.03. CPA UK will explore opportunities with the Office of the National Assembly and British High Commission for further exchanges with the National Assembly of Guyana based on capacity and demand.

Media Coverage

8.01. The programme was publicised in Guyanese national press:

<http://guyanachronicle.com/2016/11/11/local-mps-participate-in-anti-corruption-forum/>

<http://citizensreportgy.com/?p=36171>

<http://www.stabroeknews.com/2016/news/stories/11/11/anti-corruption-forum-held-mps/>

Acknowledgments

9.01. CPA UK would like to thank the Office of the National Assembly for their assistance in planning and conducting the Workshop and organising the venue, catering and in-country transport. Appreciation is also extended to the MPs and civil society stakeholders from Guyana who met with the delegation to discuss the the landscape in Guyana with reference to anti-corruption actions and upholding standards in public life.





9.02. CPA UK would like to thank HE Greg Quinn, British High Commissioner and the team at the British High Commission for their partnership in funding the Forum and supporting the delegation in-country.

About CPA UK

10.01. CPA UK is one of the largest and most active branches in the CPA community and delivers a unique annual international outreach programme in Westminster and overseas. CPA UK works to encourage parliamentary diplomacy and build parliamentary capacity on behalf of the UK Parliament and the wider CPA. Through activities such as conferences, seminars, delegations and parliamentary strengthening teams, CPA UK provides Members with a practical, current and first-hand perspective on international issues facing fellow parliamentarians across the Commonwealth. Working with CPA UK's international outreach programmes also enhances Members' understanding of issues facing diaspora communities in their own constituencies.



UK delegation biographies

Rt Hon. Sir Kevin Barron MP, UK Parliament



Kevin was born in Tadcaster in 1946, and moved to Rotherham aged eight, where he still lives. He left school at 15 and was employed by the local pit, Maltby colliery, as an apprentice electrician, studying social sciences at Sheffield University on a day release course before going to Ruskin College as a mature student.

Kevin was elected MP for the Rother Valley in 1983, and subsequently won the next 7 general elections. In 1985 he became PPS to the then Labour Leader Neil Kinnock.

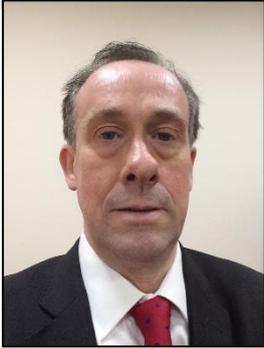
Kevin's interest in Public Health is well known and in 1993 he had a Private Member's Bill to ban the advertising and promotion of tobacco products, and in 1996 was appointed Shadow Minister for Public Health, along with chairing the Labour Party Health Committee. He has also chaired various All Party Parliamentary Groups on health issues. Kevin was appointed as a Privy Councillor in 2001, was a lay member of the General Medical Council from 1999-2008 and chaired the Commons Health Select Committee during the parliament of 2005 to 2010, which secured a free vote in the commons on banning smoking in public places.

Since 2010 he has chaired the Standards and Privileges Committee (now two separate committees) and was made a knight of the realm in 2014. He is also Vice President of the Chartered Institute of Environmental Health and Honorary Fellow of the Royal College of Physicians.

He enjoys spending time with his family and has interests in fishing, reading, film, photography and is a keen supporter of Rotherham United Football Club.



Lord Callanan, UK Parliament



Martin Callanan was born in Newcastle upon Tyne and holds a degree in electrical and electronic Engineering. He served as a member of Gateshead and Tyne and Wear Councils before being elected to the European Parliament in 1999.

In the European Parliament, Martin was leader of the Conservative MEPs and of the wider European Conservative and Reformist group. He was created a life Peer as Lord Callanan of Low Fell in 2014.

David Melding AM, National Assembly for Wales



David Melding has been a member of the National Assembly for Wales since its creation in 1999. Before entering politics David worked in the voluntary (not for profit) sector and was the Welsh director of a major UK campaigning charity.

He served as Deputy Presiding Officer of the National Assembly from 2011-16. He is currently the Welsh Conservative Spokesperson on Environment, Sustainability, Planning and Housing.

He is the author of ‘Will Britain Survive Beyond 2020?’ and ‘The Reformed Union: The UK as a Federation’. He is an acknowledged authority on constitutional reform and regularly takes part in TV and radio discussions on the UK’s changing constitution.

David has chaired several committees in the National Assembly: Standards of Conduct (2000-2002), Health and Social Services (2003-2006) Legislation (2006-2007) and the Audit Committee (2007-2009). He is currently Chair of the Constitutional and Legislative Affairs Committee.

When Director of Policy, Welsh Conservative Group, David was responsible for producing the Assembly Manifestos in 2003, 2007 and 2011.

Some of David’s other policy interests are children’s issues (especially Looked after Children), social enterprises and co-operatives, and mental health. He is also a keen campaigner on heritage and the built environment and takes a particular interest in the Victorian-Edwardian architecture of Cardiff.

He is an Officer of the Order of St John.





HOUSES OF PARLIAMENT

David is co-chair of the Welsh Committee of the charity Remembering Srebrenica and he is active in promoting links between Bosnia and Wales.

He is the founder of the Welsh Think Tank, Gorwel, the Welsh Foundation for Innovation in Public Affairs.

David was educated at Cardiff University (BscEcon in politics) and the College of William and Mary, Virginia, USA (MA in government).

Eve Samson, Clerk of the EU Scrutiny Committee, House of Commons



Eve Samson has worked in the House of Commons since 1986, and a former Clerk of the Committee on Standards and the Committee on Privileges. During her time in the House, she has worked for a wide variety of Committees, including Science and Technology, Transport, Public Administration, Public Accounts and Business and Enterprise and Treasury.

Ms Samson has also worked in the Public Bill Office, handling many public bills, including ones on Employment, Broadcasting, Human Fertilisation and Embryology, Children and Football Supporters, as well as in the Journal Office, which keeps the legal record of the House's activities.

Ms Samson was seconded to the Cabinet Office for three years as a Government Adviser on Parliamentary Procedure where she worked closely with the Leader of the House's Office, as well as advising all departments (1999-2002).