



COMMONWEALTH PARLIAMENTARY ASSOCIATION UK

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PROJECT

Public Accounts Committee Workshop

Legislative Assembly of Montserrat
8-10 November 2017



Report



Funded by
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SUMMARY

CPA UK partnered with the Montserrat Legislative Assembly to organise a Public Accounts Committee (PAC) Workshop for PAC Members and associated stakeholders in November 2017. The Workshop is one of a number of activities within the Programme of Activities agreed with Montserrat as part of the UK Overseas Territories Project. The Project is a three-year project to support public financial management in the UK Overseas Territories funded by the Conflict, Stability, Security Fund, encompassing PAC, External Audit and Internal Audit activities. The project is led by the Commonwealth Parliamentary Association UK (CPA UK), in partnership with the UK National Audit Office (NAO) and the UK Government Internal Audit Agency (GIAA).

As part of the PAC activities, CPA UK partnered with the Montserrat Legislative Assembly to organise a PAC Workshop. In Montserrat, the PAC had not held an evidence session or completed an inquiry since November 2015. The Workshop provided opportunities for all Members of the Legislative Assembly, Permanent Secretaries, Heads of Department, the local community, and the media to have exposure to the topics discussed and improve awareness of the role of the PAC in supporting effective public financial management and scrutiny structures.

The Workshop was facilitated by a CPA UK delegation consisting of PAC Members from the Isle of Man and Jamaica and Clerks from the Scottish Parliament and Isle of Man. The Workshop consisted of a variety of sessions, including discussions, practical sessions, a committee inquiry exercise on the outsourcing of a number of government activities, and outreach sessions. The Workshop discussed a number of key areas including the challenges for PACs in small legislatures, developing PAC inquiries, running an evidence session, effective questioning, monitoring report progress, and the role of Members towards the PAC. The Montserrat PAC and the CPA UK delegation discussed issues including the role and functions of PACs, working across party lines to support Public Financial Management, developing PAC inquiries, effective inquiry management, and openness and transparency.

After the workshop, delegates recorded high levels of understanding around the key themes of the Workshop. The Workshop received extensive local media coverage, supporting the objective of increasing understanding of the role and functions of the PAC amongst the government, civil service and the public. The PAC identified a number of future actions they wanted to take, such as developing a Committee forward work plan, holding an evidence inquiry session each month, making evidence sessions open to the public, producing publically available reports, laying PAC reports before the Legislative Assembly, and reviewing the PAC's Standing Orders.

Following the Workshop, Dr Samuel Joseph MLA attended the Westminster Workshop for Public Accounts Committees at the Houses of Parliament in December 2017 to further develop practical skills. The next activity will see a UK, Devolved Legislature, or Crown Dependency Clerk attached to the Montserrat PAC in spring 2018 for up to two weeks to provide assistance to the PAC's work and processes.



PROJECT OVERVIEW

1.01. CPA UK has formed a consortium with the UK National Audit Office (NAO) and the UK Government Internal Audit Agency (GIAA) to deliver a three-year project of activities to support relevant UK Overseas Territory (UKOT) stakeholders. The programme will bring together parliamentarians and audit officials from the Territories and UK to discuss frameworks for good practice and priorities in public financial management. CPA UK's UKOT project team is working in partnership with Territory legislatures and audit institutions to gain insight and expertise to ensure that activities fit the specific context and demand of each Territory.

1.02. The Project was launched with the CPA UK and UK Overseas Territories Parliamentary Forum on Public Financial Management in Miami on 1-2 March 2017. As part of the Forum, bilateral discussions provided an opportunity to discuss priorities and specific challenges in public financial oversight and audit, and convey how the UK Overseas Territories Project (UKOTP) could best support their roles.

1.03. In Miami, CPA UK and Hon. Joseph Alvester 'Easton Taylor' Farrell MLA, Chair of the Public Accounts Committee, Legislative Assembly of Montserrat, highlighted the need to build knowledge of the role and remit of the Public Accounts Committee (PAC) with stakeholders from within the Legislative Assembly and from across Government. A multi-stakeholder workshop in Territory was welcomed to give all Members of the Legislative Assembly, Permanent Secretaries, Heads of Department, and staff, exposure to the topics discussed, improve awareness of the importance of bipartisanship in public financial management and scrutiny structures.

1.04. CPA UK and the Chair of the PAC proposed that a PAC Workshop be held in Montserrat in partnership with the Legislative Assembly. The Workshop would involve the Chair, Members and Clerk of the PAC, Members of the Legislative Assembly including Ministers, and civil servants. The programme would be facilitated by experienced Parliamentarians and Clerks.

PROJECT AIMS & OBJECTIVES

2.01. Aim. To conduct a workshop for PAC Members and associated stakeholders on the role and remit of the PAC, and the roles, relationships and responsibilities of associated stakeholders towards the Committee.

2.02. Objectives: Through meetings, discussions, and briefings with parliamentary counterparts and relevant stakeholders, the objectives of the workshops are:

- Objective 1. Provide a comprehensive overview of the role and functions of the PAC to the Legislative Assembly, Permanent Secretaries of Government departments and other relevant stakeholders.
- Objective 2. Build the independence, confidence and awareness of public accountability of the Public Accounts Committee to scrutinise the Executive through involvement in activities focusing on standards of public financial oversight with international parliamentary colleagues.
- Objective 3. Facilitate discussion, build relationships and build understanding between the PAC and relevant partners in External Audit, Internal Audit, and Government departments on Public Financial Management.



PARTICIPANTS & KEY STAKEHOLDERS

3.01. The workshop involved the following stakeholders:

- Public Accounts Committee, Montserrat Legislative Assembly
- Legislative Assembly of Montserrat
- Office of the Auditor General, Montserrat
- Tynwald, Isle of Man
- The Parliament of Jamaica
- The Scottish Parliament
- CPA UK
- Governor's Office, Montserrat
- UK Department for International Development

3.02. The following participated in the workshop:

- Chair, Members, and Clerk of the Public Accounts Committee, Montserrat Legislative Assembly
- Members of the Montserrat Legislative Assembly
- Clerk of the Montserrat Legislative Assembly
- Auditor-General, Montserrat
- Permanent Secretaries, Government of Montserrat
- Heads of Department, Government of Montserrat
- Civil Servants, Government of Montserrat
- Local community groups

3.03. The CPA UK delegation consisted of:

- Michael Coleman MLC, Member, Public Accounts Committee, Tynwald
- Mikael Phillips MP, Member, Public Accounts Committee, Parliament of Jamaica
- Jane Williams, Clerk, Scottish Parliament
- Jo Corkish, Clerk, Tynwald
- Callum Forster, Project Officer, UK Overseas Territories Project, CPA UK
- Mark Scott, Communications Officer, UK Overseas Territories Project, CPA UK



KEY ISSUES

4.01. The Role and Functions of Public Accounts Committees

4.01.1. The workshop provided the Montserrat PAC with a better understanding of how PACs in different jurisdictions operate, including Jamaica, Scotland and the Isle of Man, and also enhanced the CPA UK delegation's understanding of the priorities and challenges facing Montserrat. The sessions on the role of the PAC were attended by eight of the nine Members of the Legislative Assembly, with the Montserrat PAC highlighting the contribution it believed the PAC could make to strengthen the transparency of government. The delegates discussed the role of the PAC and its contribution to effective public financial management across jurisdictions. They also discussed the role the PAC could play alongside the Auditor-General and Internal Audit within the broader public financial management landscape, and the challenges facing PACs in small legislatures.

4.01.2. The participants discussed the duties and powers of the Montserrat Public Accounts Committee specified in the Legislative Assembly's Standing Orders. This included discussing its powers to summon any public officer to provide information and to summon any public officer to provide the Committee with records or documentation. The delegates discussed the role of Standing Orders in supporting the PAC's work across jurisdictions and the CPA UK delegates noted that Standing Orders should be regarded as a 'living document' that are updated as appropriate to enable the legislature to effectively deliver on behalf of its citizens. In considering any updates, Michael Coleman MLC noted that it would be useful to consider the Committee's forward aims first and then work backwards to identify what updates to the Standing Orders may need to be made to facilitate this.

4.01.3. The delegates discussed the role of the PAC in reviewing policy implementation and processes, rather than policy. Michael Coleman MLC highlighted that the most effective inquiries were those which focused on supporting the development and improvement of effective processes.

4.02. Working Across Party Lines to Support Public Financial Management in Montserrat

4.02.1. The delegates discussed the opportunities for Montserrat of having a PAC with Members that could cooperate across party lines and work together to highlight areas of concern. The delegates discussed the challenges of serving on a Committee reviewing the accounts from a Member's political party's time in government. Michael Coleman MLC noted PACs often get their 'power' and momentum from how they act and what they do, with the production of constructive reports creating a cycle of enhanced respect, including from the government. Mr Coleman MLC emphasised that a PAC with Members working together with a common purpose always yielded the most positive results.

4.02.2. The delegates discussed how politicisation of the PAC's activities would have a negative reputation on the Committee's reputation and credibility. Jo Corkish noted that evidence sessions conducted in an adversarial manner inhibited their productivity. The CPA UK delegation discussed a case study of politicisation from an evidence session in another jurisdiction and the counter-productive impact of this behaviour.

4.02.3. The delegates discussed the benefits of developing a strategic plan for the Committee. Jane Williams noted that by having a strategic plan, the Committee could test possible inquiry topics against the strategic plan to confirm that the issue reflected the Committee's priorities.



4.02.4. Delegates discussed the value of the PAC conducting a pre-meeting in advance of the public evidence session as was the case in the Tynwald, Parliament of Jamaica and Scottish Parliament. Delegates agreed that holding this pre-meeting represented an opportunity for the Committee to agree the strategy for an individual Committee session. Michael Coleman MLC highlighted that meeting amongst the PAC Members and the Clerk of the Committee would offer the opportunity for the Committee to re-confirm what they wanted to achieve from the session, what questions they wanted to ask of the witnesses, and to ensure that these questions would enable them to gather the information needed. Jo Corkish noted that in the Isle of Man the agreed approach and questions are then circulated amongst the Members in advance of the public evidence session.

4.03. Developing PAC Inquiries, Objectives, Plans & Timelines

4.03.1. With Members and the PAC itself facing competing priorities, the delegates discussed the value that a Committee forward work plan could add to the Committee's effectiveness. It was suggested by Jane Williams that a forward work plan would enable the Committee to be focused and strategic, enabling it to discuss and decide how it could most effectively use its limited time.

4.03.2. It was suggested by Jane Williams and agreed by the Montserrat PAC that through consultation and collaboration within the PAC and with the Auditor-General, the Committee could develop a forward work plan for the next 6-12 months identifying areas where it provisionally expected to consider inquiries. In doing so, collaboration with the Auditor-General would play an important role, as this would enable the PAC to factor in any reports or performance audits being produced by the Office of the Auditor General over the same time period. It was highlighted by Jo Corkish that a PAC forward work plan would also allow for a degree of flexibility for new issues to be considered as they emerged and to ensure that the PAC considered topical issues that remained relevant to the citizens of Montserrat.

4.03.3. Delegates discussed the importance of identifying appropriate issues to be considered by the Committee. Jane Williams noted that for each issue considered there was an opportunity cost through the time and resources used. Given this, it would be important to discuss potential inquiries within the Committee and prioritise accordingly. The importance of collaborating with the Auditor-General was discussed and the value this could add to the Committee's work by identifying areas for work or follow-up by the Committee.

4.03.4. The delegates discussed the resources available to the Committee. At the time of the workshop, the Montserrat PAC had limited resources available to support its activities and the Clerk already provided an extensive amount of support to activities across the Legislative Assembly. In the past, the Montserrat PAC Chair had written Committee reports, however with a higher level of activity expected moving forward, the delegates felt additional support for the Committee was likely to be needed.

4.04. Effective Inquiry Management

4.04.1. The delegates discussed effective inquiry management, including working with witnesses. Awareness of the role of the PAC and its aims could be increased with civil servants and Permanent Secretaries. Doing this would help make witnesses more likely to appear before the Committee, and help spread awareness about the PAC's work through the civil service.

4.04.2. The delegates discussed the value of working with witnesses in advance of Committee hearings in order to help them prepare most effectively. Jane Williams discussed that a commonly used technique within the gathered PAC Members and Clerks was to share with the witness the general subject areas which were likely to be explored during the Committee hearing. This allowed the witnesses to effectively prepare for the hearing, ensuring they had reviewed relevant information, and had the knowledge to be able to effectively provide the Committee with the information it was looking for. Where witnesses were not able to provide the requested information during the Committee Session, Mikael Phillips MP suggested that they should be encouraged to share the information by writing after the Committee session.

4.04.3. The delegates discussed a recent instance where a civil servant had failed to appear before the Committee and the challenges associated with this. Michael Coleman MLC suggested that reminding each Permanent Secretary of the powers of the PAC by letter would be beneficial in helping them further understand the PAC's role, powers and duties.

4.04.4. The delegates discussed effective methods of preparation prior to evidence sessions and questioning techniques. It was emphasised by Michael Coleman MLC that by having a clear sense of what the Committee wants to achieve from a particular evidence session, questions could be prepared accordingly to support these objectives. Delegates discussed strategies for framing questions in order to draw the most useful response from witnesses, and the importance of adapting to witnesses, based on how they were responding to questions.

4.04.5. The delegates discussed how to effectively follow-up after a public evidence session. The CPA UK delegates highlighted that typically after reviewing the evidence received they would have further questions to ask. They would therefore write to the relevant Ministry asking for written evidence to be provided. Delegates discussed the importance of then producing a publically available report with recommendations. Publishing the report publically would help add momentum to the report through media interest and citizen pressure. Delegates discussed the SMART model – ensuring recommendations were specific, measurable, achievable, realistic, and had a time-frame. The time-frame for implementation was particularly important to enable the Committee to go back and check whether the recommendation had been implemented. Different models for reporting were also discussed. In the Isle of Man for instance, the PAC inquiry report was laid before parliamentarians in Tynwald. Members then had two months to read the report and review the evidence, before the report was then debated in the Chamber. This window also provided the government with an opportunity to act on the report before it was debated within the House.

4.05. Openness and Transparency - Raising Awareness of the Work of the PAC

4.05.1. The Montserrat PAC highlighted that it wanted to create a new level of openness and understanding about the PAC's work. This aim also complemented the wider aspirations of the Legislative Assembly to enhance its engagement with the people of Montserrat. The Legislative Assembly was seeking to raise the profile and understanding of its work which it had been doing in a number of ways, including through outreach with schools and media engagement.



4.05.2. The delegates discussed the opportunities to enhance the openness and transparency of the PAC's work. The CPA UK delegation noted that in Jamaica, Scotland, and the Isle of Man, meetings of the PAC are transmitted live through radio, TV, or online. This had spurred greater citizen engagement through follow-up from citizens with individual Members, awareness of issues, or other issues being brought to the attention of the PAC by the public. Jo Corkish noted that live broadcast had led to greater media engagement in the Isle of Man, with excerpts being used on the radio news more frequently than previously.

4.05.3. The delegates discussed the opportunities available to the Montserrat PAC through greater citizen and media engagement. Mikael Phillips MP noted that closed PAC sessions offered limited value as they didn't provide opportunities for citizen pressure to move issues forward. In contrast, Michael Coleman MLC suggested that publically open sessions, advertised to the public through local media, radio, and social media, could spur citizen and media interest through attendance at PAC sessions. This interest could then drive forward issues by developing outside pressure within the wider community, helping to shine a light on areas of concern or adding momentum to PAC recommendations. Wider public interest would help encourage and support the Government and Members of the Legislative Assembly in effectively considering, reflecting on, and taking forward PAC recommendations. In addition, encouraging public attendance at PAC evidence sessions would create additional opportunities to support the Legislative Assembly's wider outreach goals in enhancing outreach with school students, young people, and local community groups.

4.05.4. The workshop discussed the role of the PAC website and social media. Uploading minutes of PAC meetings, evidence submitted to the PAC, and Committee reports following inquiries enabled there to be a central hub for the public and the media to see the PACs areas of work.

4.05.5. During the workshop, two civil service outreach sessions were held. These were attended by 17 Permanent Secretaries and Heads of Department, along with other civil servants. Hon. Farrell MLA highlighted the role and powers of the PAC, and its focus on working with Government and the civil service to support the civil service in improving its processes and preventing mistakes from happening again. Jane Williams highlighted the opportunities available for members of the civil service through appearing before the Committee. These opportunities included having the opportunity to share successes with the Committee, sharing lessons learned, and providing civil servants with the opportunity to see the PAC as allies who could support and advocate for the improvement of civil service processes and operations. Appearing as a witness also offered the opportunity to inform the public on the challenges involved in delivering a policy and some of the challenges and judgements that had been faced within the civil service. Jo Corkish highlighted the value of working with the Government of Montserrat Internal Audit team who could support civil servants in ensuring that appropriate procedures and processes were in place.

4.05.6. During the workshop, a committee exercise was held on the topic of the outsourcing of a number of Government of Montserrat activities following a performance report on this subject by the Auditor-General. This exercise was intended as an opportunity to follow the processes of an inquiry in an informal environment, acting as a useful tool for Members and witnesses. Three witnesses were called to attend the Evidence Session, including the Chief Procurement Officer of the Government of Montserrat and two witnesses from the Ministry of Education. The evidence session was open to the public and was attended by nearly ten Permanent Secretaries & Heads of Department who had the opportunity to see how the PAC operates and what appearing as a witness in front of the PAC involved. The Committee held a pre-meeting where they agreed their aims for the workshop. The Committee discussed possible questions for the witnesses in the evidence session and then divided these questions between the Members. During the session, Members asked questions through the Chair, asking for the Chair's permission before asking their question, ensuring that the Committee operated in a coordinated manner. The evidence session effectively resulted in the PAC getting greater clarity about the value for money of the government's outsourcing of certain public services and provided practical experience in running a public evidence session.

4.05.7. A meeting was held with members of the community to discuss the role of the PAC. It was attended by local community members and representatives of different community groups, including members of the Small Business Association, the Civil Service Association, members of Montserrat's Rotary International, young people, as well as individual community members. The meeting provided an opportunity for the PAC to share its role and plans with the community. The Montserrat PAC highlighted the role the PAC will play moving forward and how it wanted to provide constructive recommendations to support the effectiveness and value for money of Montserrat's governance. The community were encouraged to attend public evidence sessions and to bring any issues of concern to the PAC.

4.05.8. A background media briefing with local media provided the Montserrat PAC with the opportunity to help the media better understand the role of the PAC, its role within the Public Financial Management landscape, and the Committee's future plans. The PAC Chair highlighted that the PAC wanted to work with stakeholders to improve processes and prevent mistakes from being repeated. He also asked that the public raise any concerns with the PAC and pledged that the PAC will review any information received and consider looking further into the issue. Hon. Farrell MLA highlighted that the public could expect to see a more open and transparent PAC and the public would be welcome to attend inquiry evidence sessions. The PAC would be working to further raise its profile so that there was a greater understanding of its work. Hon. Farrell MLA also highlighted that the PAC wanted to conduct work examining the value for money of government spending and the relationship with service delivery rather than only reporting on the annual accounts.

Workshop Participants:



RESULTS OF THE PROJECT

By meeting the programme objectives, the workshop produced the following outcomes:

5.01. Increased understanding of the role and functions of the Public Accounts Committee for participants. This included current PAC Members, as well as other Members of the Legislative Assembly who will interact with the PAC and its recommendations either through future discussions or by serving on the Committee after future election cycles. Following the workshop, participants were asked to rate their understanding of the role and functions of PACs, with an average score across participants of 5.0, the maximum score on the five point scale, indicating a strong understanding. The post-workshop understanding of developing PAC inquiries, objectives and plans, and preparing and running an evidence session also received high scores.

5.02. The workshop increased knowledge and understanding of the PAC's role and functions with the civil service, including Permanent Secretaries, Heads of Government Department through two outreach sessions, and with the local community through an outreach session and media outreach work.

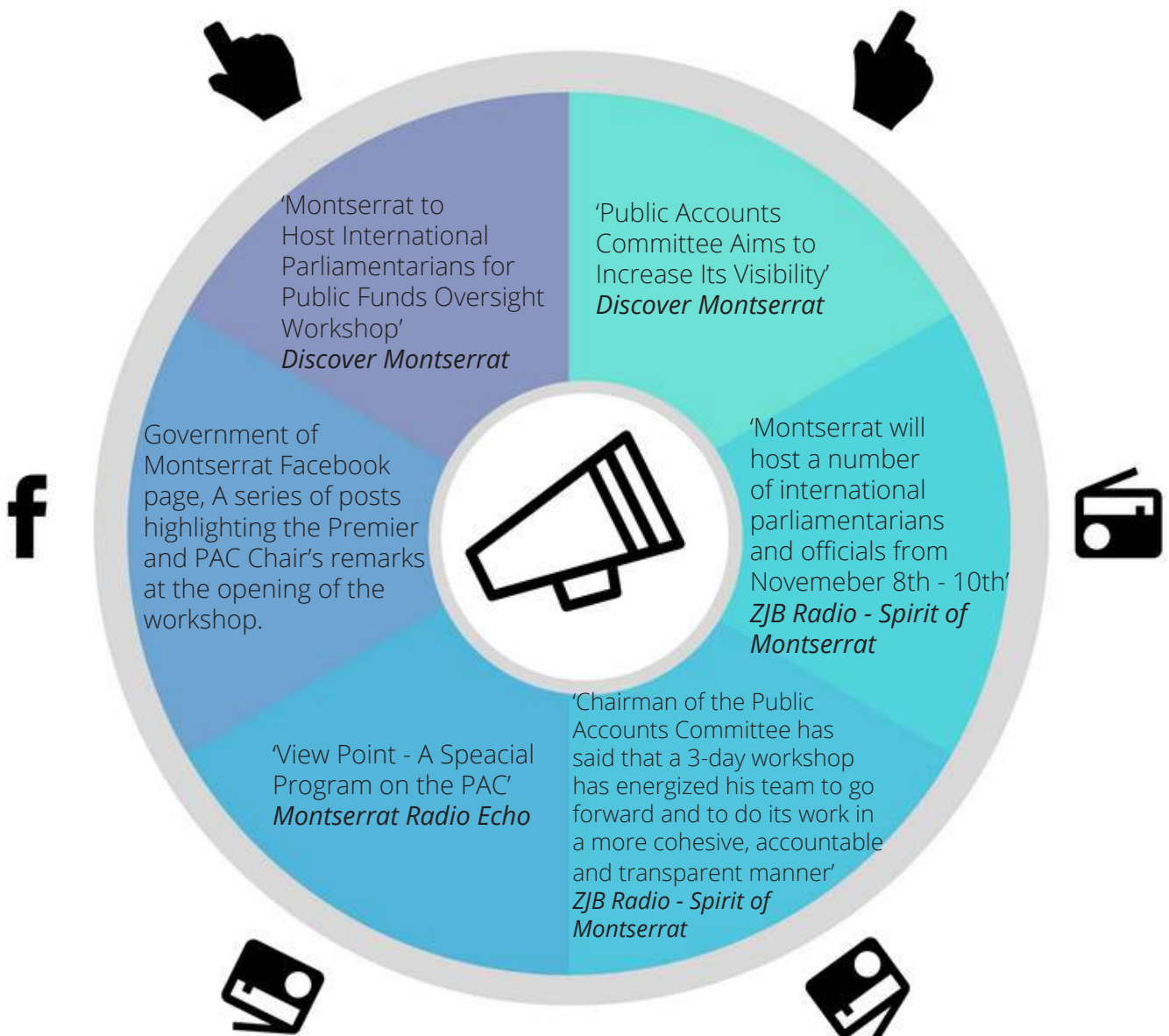
5.03. The workshop supported the development of the independence, confidence and awareness of public accountability of the Public Accounts Committee to scrutinise the Executive through involvement in activities focusing on standards of public financial oversight with international parliamentary colleagues. Following the workshop, the average rating of understanding for conducting effective inquiries was an average of 4.40 on a five point scale, and the understanding of developing Committee recommendations and follow up work was 4.40 on a five point scale.

5.04. The workshop facilitated discussion, built relationships and built understanding between the PAC and relevant partners in External Audit, Internal Audit, and Government departments on Public Financial Management.

5.05. The workshop had extensive media coverage, which was supportive of the objective of increasing understanding of the role and functions of the PAC amongst the government, civil servants and the public. This included a number of pieces in Montserrat’s main media outlets, ZJB Radio – Spirit of Montserrat and Discover Montserrat:

- ‘Montserrat to Host International Parliamentarians for Public Funds Oversight Workshop’. Discover Montserrat. Article available [here](#). 1 November 2017.
- ‘Public Accounts Committee Aims to Increase Its Visibility’. Discover Montserrat. Article available [here](#). 13 November 2017.
- ‘Montserrat will host a number of international parliamentarians and officials from November 8th to 10th.’ ZJB Radio – Spirit of Montserrat. 1 November 2017. No online link available.
- ‘Chairman of the Public Accounts Committee (PAC) has said that a three-day workshop here has energized his team to go forward and to do its work in a more cohesive, accountable and transparent manner.’ ZJB Radio – Spirit of Montserrat. 14 November 2017. No online link available.
- ‘View Point - A Special Program on the PAC’. Montserrat Radio Echo. A 1 hour 15 minute special radio broadcast with the PAC Chair and PAC Members on the PAC and its work. Link available [here](#).
- Government of Montserrat Facebook Page. A series of posts highlighting the Premier and PAC Chair’s remarks at the opening of the workshop, the project-produced daily summaries released at the end of each day, and photos from the Workshop.

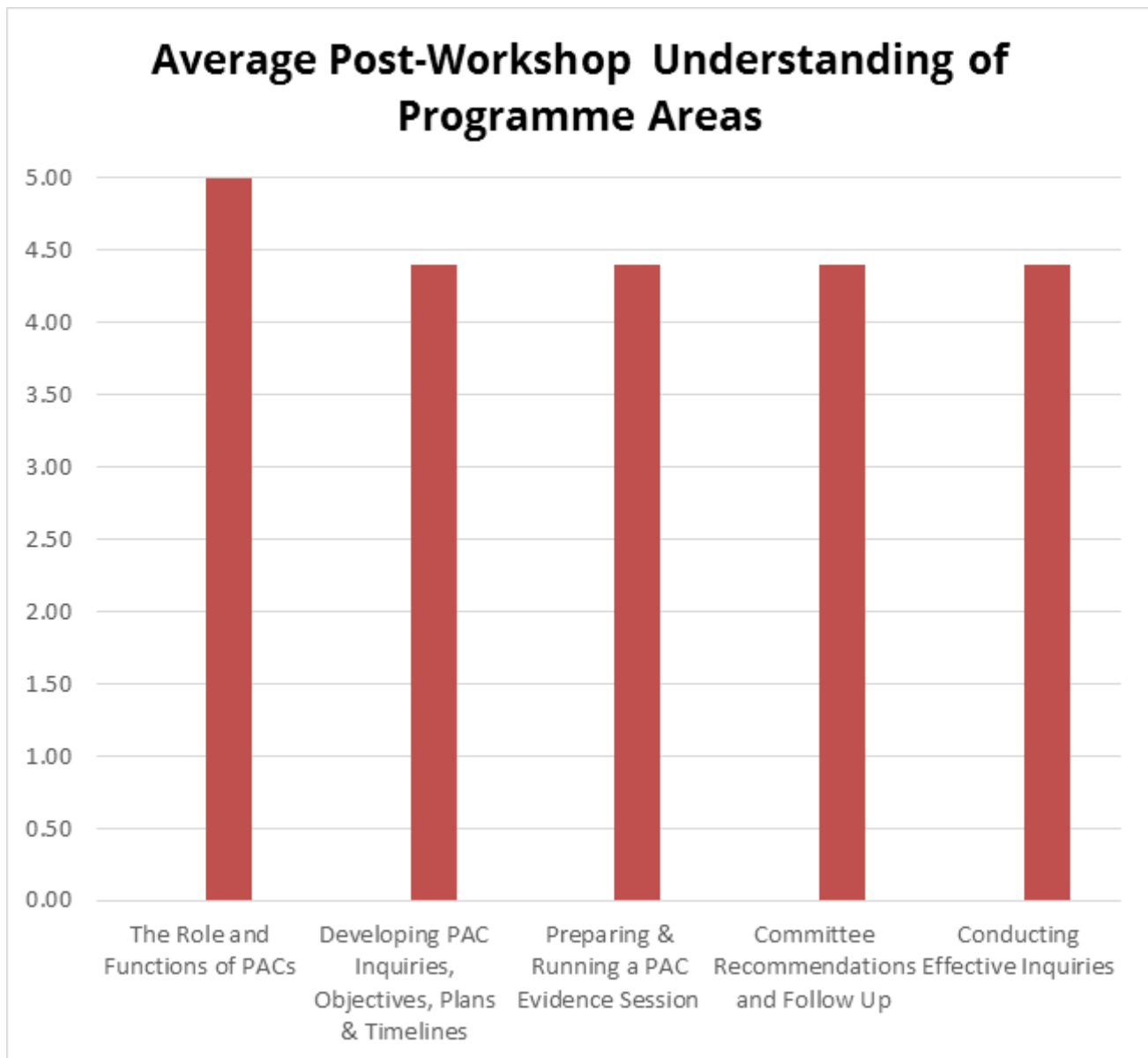
Media coverage:



5.06. Participants completed post-assessment forms focused which gathered quantitative and qualitative data on five key themes. These were:

- Role and Functions of PACs
- Developing PAC Inquiries, Objectives, Plans & Timelines
- Preparing & Running a PAC Evidence Session
- Committee Recommendations and Follow Up
- Conducting Effective Inquiries

Analysis of the participant post-assessment forms yielded the below levels of understanding after the workshop, with five being the maximum value of strong understanding.



*“In the future, the PAC will operate with **greater transparency** by conducting hearings in public...”*

5.07. Workshop participants stated the following in the post-assessment forms:

‘In the future, the PAC will operate with greater transparency by conducting hearings in public, inviting the media and interested persons, engaging the public through various outreach activities and generally broadening the scope of its investigations. It will also increase its reporting to Parliament’.

‘The exposure to this workshop has built my confidence. Having been exposed to various systems, we have a greater appreciation for involvement of the various stakeholders in assisting the PAC’s work’.

‘The workshop raises the profile of the PAC. It introduces a wider cross section of Montserrat to the relevancy of the PAC. It makes it easier for the workings of the PAC to be shared with other stakeholders’.

‘The public will become more knowledgeable of PAC operations and willing to engage with the PAC, leading to improved governance and transparency of the Government of Montserrat’s operations’.

*“The exposure to this workshop has **built my confidence...**”*



NEXT STEPS

6.01. The Montserrat PAC identified a number of items it wanted to take forward to enhance the effectiveness and transparency of the operations of the PAC. These included:

- Developing a Committee forward work plan to provide an agreed programme of work for the PAC's work in the next six months, enabling it to use its time effectively and strategically to focus on key priorities and areas of interest.
- Developing a six-month forward schedule of strategy meetings and public evidence sessions.
- Beginning a pilot inquiry, with possible topics under consideration including outsourcing, as well as unused government buildings, following recent Auditor-General reports on these topics.
- Holding a public evidence session each month.
- Substantially enhancing the openness and transparency of the Committee, such as by opening evidence sessions to the public and the media, encouraging the live broadcast of PAC evidence sessions, and providing relevant PAC information on the PAC website.
- Producing publically available reports at the end of inquiries, issuing multiple reports each year.
- Laying PAC reports before the Legislative Assembly in order to enable recommendations to be debated by the Legislative Assembly.
- Continuing public education about the role and functions of the PAC.
- Reviewing the PAC's Standing Orders.

6.02. The identified priorities and challenges will be supported through further project activities within the Programme of Activities with Montserrat.

6.02.1. Following the Workshop, Dr Samuel Joseph MLA attended the Westminster Workshop for Public Accounts Committees at the Houses of Parliament in December 2017 to further develop practical skills. The skills based Workshop took place over three days in the UK Parliament offering practical, interactive sessions to build the capacity of participating Chairs, Members and Clerks of Public Accounts Committees.

6.02.2. The next activity will see a UK, Devolved Legislature, or Crown Dependency Clerk attached to the Montserrat PAC in spring 2018 for up to two weeks to provide assistance to the PAC's work and processes.

Next steps:



FURTHER RESOURCES

7.01. This report is available on www.uk-cpa.org.

7.02. A video interview during the workshop with PAC Chair, Hon. Joseph Farrell MLA, can be viewed here: <https://youtu.be/yWIEicvJTxM>

ACKNOWLEDGEMENTS

8.01. Sincere appreciation is given to the Montserrat Legislative Assembly, the CSSF, the Governor's Office, the FCO, the UK Parliament, the Jamaican Parliament, the Isle of Man Tynwald, and the Scottish Parliament for their roles in supporting the Forum.



MONTSERRAT PAC WORKSHOP DELEGATE LIST

HON. JOSEPH FARRELL MLA

Chair of the Public Accounts Committee, Montserrat Legislative Assembly

Prior to entering politics, Mr. Joseph Farrell a career agriculturist worked with the government of Montserrat for a number of years. A three term politician, Mr. Farrell served in the following capacity in the Montserrat Legislative Assembly: Member of the Opposition 2001-2009; Minister of Agriculture 2009-2014; Member of the Opposition 2014 –Present; Leader of the Opposition 2016 - Present; Chair of the Public Accounts Committee.

Mr. Farrell is Methodist local preacher. In his leisure time he enjoys listening to classical, Gospel and country and western music.



HON. DR. SAMMY JOSEPH MLA

Member of the Public Accounts Committee, Montserrat Legislative Assembly

Dr. Joseph completed his high school education in Montserrat. After one year of teaching at the Montserrat Secondary School he enrolled at the University of the West Indies to study Mathematics and Physics. He graduated three years later with first class Honors in Mathematics. Following this he completed his M.Phil in Computational physics at UWI. To pursue his dream of becoming a Physicist he applied to and was accepted to the Abdus Salam Center for Theoretical Physics in Trieste Italy. When this program was completed he returned to Montserrat where he spent two years teaching Mathematics and Physics at the Montserrat Secondary School. He left Montserrat in 2004 to pursue his PhD in Physics at Baylor University. After graduation in 2009 he returned to Montserrat where he cofounded Lavabits, Montserrat's first software company.



HON. GREGORY WILLOCK MLA

Parliamentary Secretary for Youth Affairs, Sports and Culture & Member of the Public Accounts Committee, Montserrat Legislative Assembly

Mr. Gregory Willock worked with the Government of Montserrat for 24 years – 14 as a Customs Officer, and 10 as a Computer Technician. Gregory attended The Solihull and Sandwell & Dudley Colleges and attained Diploma's in Tech Support and Commercial Electronics. He is the Owner /Managing Director of Officetech Ltd. and Founder of Punch and Get Out Productions (a non-profit organisation and charity). He always volunteers to commentate at school and community sporting events.

Mr. Willock was elected as a member of Parliament in September 2014 and is the Parliamentary Secretary responsible for Youth Affairs, Sports and Culture.



JUDITH BAKER

Clerk to the Legislative Assembly and Public Accounts Committee, Montserrat Legislative Assembly

Judith Baker is the Clerk of the Legislative Assembly in Montserrat and also serves as Clerk to the Public Accounts Committee. She is also the Director of the Constitution and Commissions Secretariat. Prior to these roles, she worked for a number of years first as an educator and then as an Assistant Secretary in the Civil Service.

She is the holder of a Bachelor of Arts Degree in Economics and Geography from the Texas State University, a Master's Degree in Business Administration from Memorial University in Canada and a Bachelor of Theology Degree from The Prophecy School of Biblical Studies.

An avid reader, she enjoys reading in her spare time. She also enjoys cooking, creative writing and spending time with her husband and son.



FLORENCE LEE

Auditor-General, Montserrat

Florence Lee became the first female Auditor General of Montserrat in July 2002. After working in several government departments she transferred to the Office of the Auditor General in 1999 to take up the post of Deputy Auditor General.

In accordance with Section 103 of the Montserrat Constitution 2010, she is responsible for auditing and reporting on the public accounts of Montserrat and all public offices, including the courts, the central government, public corporations and other bodies or organisations established by an Act of the Legislature.

As part of her duties she provides technical support to the Public Accounts Committee.



CPA UK DELEGATION BIOGRAPHIES

MICHAEL COLEMAN MLC

Member of the Public Accounts Committee, Tynwald, Isle of Man

Lived and worked in Lebanon, Belgium, Nigeria, Dubai and the Bahamas.

Initial career in engineering industries (Oilfield, Infrastructure, Civil), latter half of career in Offshore Finance at Director/Deputy Chairman level.

Member of the Legislative Council 2013-date; Chairman - Economic Policy Committee; Member PAC 2014 - date.

Territorial Army - Armoured Reconnaissance (Westminster Dragoon) 1969 – 1972 Corporal.



HON. MIKAEL PHILLIPS MP

Shadow Minister of Transport and Works & Member of the Public Accounts Committee, Parliament of Jamaica

Hon. Mikael Phillips MP is the Member of Parliament for NW Manchester, representing the constituency since 2011.

He is a member of the People's National Party and is also Shadow Minister of Transport and Works.



JOANN CORKISH

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

Joined the Clerk of Tynwald's Office in 2009 as Head of the Chamber and Information Service.

Seconded to the Isle of Man Government Cabinet Office in 2014, for a year, as Change and Reform Programme Lead.

Returned to Tynwald in 2015 and took on the role of Third Clerk of Tynwald and has been Clerk to the Public Accounts Committee since 2016. Currently being sponsored by the CPA to study the International Professional Development Program for Parliamentary Staff with McGill University.

Prior to this employed in the private sector in finance, business analyst and project management roles.



JANE WILLIAMS

Clerk to the Local Government and Communities Committee, The Scottish Parliament

Jane Williams is Clerk to the Local Government and Communities Committee and has responsibility for supporting the Committee to deliver scrutiny of issues and policies relating to local government, housing, community planning, and regeneration as well as primary and secondary legislation. Previous roles include Clerk to the Health and Sport Committee; the Economy, Energy and Tourism Committee and the Public Audit Committee (during which time she supported the Committee to redefine the Auditor General for Scotland's role with the Committee). Jane was also the Head of Secretariat supporting the independent Commission on Parliament Reform, established by the Presiding Officer of the Scottish Parliament to report on how the Parliament might improve its scrutiny and engagement activities.



FULL PROGRAMME

Wednesday 8 November - Day 1: PAC Workshop	
Day 1 will develop the Montserrat PAC's awareness of international good practice in Public Financial Management and will provide an opportunity for the sharing of ideas between the Montserrat PAC and other legislatures.	
Session 1 0930-1030	<p>Opening Session & Discussion with Montserrat Public Accounts Committee</p> <p>Chair: Michael Coleman MLC, Tynwald, Isle of Man Contributor: Hon. Joseph Farrell MLA, Chair of the Public Accounts Committee, Montserrat Legislative Assembly</p>
Session 2 1030-1115	<p>Setting the Scene in Public Financial Management and the Role of the PAC</p> <p>Chair: Michael Coleman MLC, Tynwald, Isle of Man Contributors: Hon. Joseph Farrell MLA, Montserrat Legislative Assembly Judith Baker, Clerk, Montserrat Legislative Assembly Mikael Phillips MP, Parliament of Jamaica Jane Williams, Clerk, Scottish Parliament Joann Corkish, Clerk, Tynwald, Isle of Man</p> <p>This session will introduce the public financial management landscape within different legislatures. It will examine the importance of the Public Accounts Committee (PAC), the scope of PAC activity and the pivotal role of the legislature in regard to budget and expenditure. It will outline the provisions for and powers of the PAC within the Legislative Assembly.</p>
1115-1130	Coffee Break
Session 3 1130-1230	<p>Challenges for PACs in Small Legislatures</p> <p>Chair: Mikael Phillips MP, Parliament of Jamaica Hon. Joseph Farrell MLA, Montserrat Legislative Assembly Judith Baker, Clerk, Montserrat Legislative Assembly Jane Williams, Clerk, Scottish Parliament</p> <p>This session will discuss the challenges faced by smaller legislatures with fewer Members to call on and fewer resources to support the Committee. It will discuss different approaches to mitigating these challenges.</p>
1230-1330	Lunch
Session 4 1330-1430	<p>The Role of Members in relation to the PAC</p> <p>Chair: Jane Williams, Clerk, Scottish Parliament Mikael Phillips MP, Parliament of Jamaica Hon. Joseph Farrell MLA, Legislative Assembly of Montserrat Joann Corkish, Clerk, Tynwald, Isle of Man</p> <p>This session will look at the cycle of work of the PAC and the inquiry process. It will outline the delivery of PAC reports and recommendations and the Government response to reports.</p>
1430-1445	Coffee Break

<p>Session 5 1445-1545</p>	<p>Developing PAC Inquiries, Objectives, Plans and Timelines</p> <p>Chair: Joann Corkish, Clerk, Tynwald, Isle of Man Jane Williams, Clerk, Scottish Parliament Joann Corkish, Clerk, Tynwald, Isle of Man Michael Coleman MLC, Tynwald, Isle of Man</p> <p>This session will share approaches to the effective management of PAC inquiries from inception to finish, including discussing different strategies to use within inquiry processes.</p>
<p>Session 6 1600-1700</p>	<p>Preparing and Running a PAC Evidence Session</p> <p>Chair: Mikael Phillips MP, Parliament of Jamaica Joann Corkish, Tynwald, Isle of Man Jane Williams, Clerk, Scottish Parliament Mikael Phillips MP, Parliament of Jamaica Michael Coleman MLC, Tynwald, Isle of Man</p> <p>This session will explore the opportunities associated with using different forms of evidence in helping the PAC gather the information it needs to make effective recommendations.</p>
	<p>End of Day 1</p>
<p>Day 2 will develop practical committee skills using techniques discussed during the workshop, and provide further opportunities to discuss current challenges and opportunities facing the PAC. Specific sessions will explore with Permanent Secretaries & Heads of Departments the role and work of the PAC.</p>	
<p>Session 1 0930-1045</p>	<p>Effective Questioning and Preparation Techniques</p> <p>Chair: Mikael Phillips MP, Parliament of Jamaica Michael Coleman MLC, Tynwald, Isle of Man Joann Corkish, Clerk, Tynwald, Isle of Man Jane Williams, Clerk, Scottish Parliament</p> <p>This session will explore practical techniques for effectively preparing ahead of meeting with witnesses. It will discuss questioning approaches and techniques to gather information most effectively.</p>
<p>1045-1100</p>	<p>Coffee Break</p>
<p>Session 2 1100-1200</p>	<p>Specific Session: Permanent Secretaries & Heads of Departments</p> <p>The Role of the PAC</p> <p><i>Attended by Permanent Secretaries & Heads of Department</i></p> <p>Chair: Hon. Joseph Farrell MLA, Legislative Assembly of Montserrat Michael Coleman MLC, Tynwald, Isle of Man Mikael Phillips MP, Parliament of Jamaica Jane Williams, Clerk, Scottish Parliament Joann Corkish, Clerk, Tynwald, Isle of Man</p> <p>The session will look at the role, remit, and focus of a PAC within the framework of public financial management. It will focus on good practice internationally and the key role of the Civil Service in the accountability process.</p>

Session 3 1200-1300	<p>Specific Session: Permanent Secretaries & Heads of Departments</p> <p>The Role of Government Departments in Relation to the PAC</p> <p><i>Attended by Permanent Secretaries & Heads of Department</i></p> <p>Chair: Hon. Joseph Farrell MLA, Legislative Assembly of Montserrat Mikael Phillips MP, Parliament of Jamaica Jane Williams, Clerk, Scottish Parliament</p> <p>This session will introduce the cycle of work for the PAC, the inquiry process and PAC reports, with a focus on the role of Government Departments. It will look at the aim of Committee hearings and outline the conduct of inquiries. The session will provide practical guidance for Accounting Officers and departments on giving evidence to the PAC and acting as a witness in inquiries.</p>
1300-1400	Lunch
Session 4 1400-1500	<p>Committee Exercise: Briefing and Exercise</p> <p>Chair: Michael Coleman MLC, Tynwald, Isle of Man Mikael Phillips MP, Parliament of Jamaica Jane Williams, Clerk, Scottish Parliament Joann Corkish, Clerk, Tynwald, Isle of Man</p> <p>A practical PAC committee exercise using the techniques discussed during the workshop.</p>
Session 5 1500-1530	<p>Committee Exercise: Report Back</p> <p>Chair: Michael Coleman MLC, Tynwald, Isle of Man</p> <p>A feedback session to identify key lessons learned from the practical exercise and identify areas for further support and cooperation between all stakeholders involved with the PAC.</p>
1530-1545	Coffee Break
Session 6 1545-1630	<p>Monitoring Report Progress and Sharing Ideas</p> <p>Chair: Mikael Phillips MP, Parliament of Jamaica Michael Coleman MLC, Tynwald, Isle of Man Mikael Phillips MP, Parliament of Jamaica Jane Williams, Clerk, Scottish Parliament</p> <p>Government responsiveness and the ineffective actioning of recommendations are often cited as frustrations by Public Accounts Committees. This session will explore how strong, workable recommendations can be drafted and how committees can monitor government responses and maintain pressure.</p>
Session 7 1630-1730	<p>Managing the PAC Programme of Work</p> <p>Chair: Mikael Phillips MP, Parliament of Jamaica Hon. Joseph Farrell MLA, Chair of the Public Accounts Committee, Montserrat Legislative Assembly</p> <p>This session will involve a discussion of the PAC's current work and its forward work plan.</p>
	End of Day 2

<p>Day 3 will discuss opportunities for the PAC to engage with the wider community, including Civil Society Organisations and the Media. The day will then provide an opportunity for individual PAC Members to identify issues and challenges identified by the programme and to discuss possible solutions.</p>	
<p>Session 1 0900-1015</p>	<p>PAC and Civil Society Organisations</p> <p><i>Attended by Civil Society Organisations</i></p> <p>Chair: Hon. Joseph Farrell MLA, Chair, Public Accounts Committee Hon. Gregory Willock MLA, Parliamentary Secretary for Culture, Youth Affairs, and Sports and Member of the Public Accounts Committee Jane Williams, Clerk, Scottish Parliament</p> <p>This session will provide an overview of the work of the PAC to members of Civil Society Organisations (CSOs) and the local community, focussing on how Civil Society can best engage with the Committee. It will look at civil society's role in supporting the PAC in vital community outreach as well as how CSOs and members of the local community can inform PAC inquiries.</p>
<p>1015-1030</p>	<p>Coffee Break</p>
<p>Session 2 1030-1130</p>	<p>Building Consensus within the PAC – The Role of Government and Opposition Members</p> <p>Chair: Jane Williams, Clerk, Scottish Parliament Mikael Phillips MP, Parliament of Jamaica Michael Coleman MLC, Tynwald, Isle of Man Joann Corkish, Clerk, Tynwald, Isle of Man</p> <p>This session will discuss the role of government and opposition Members on the Public Accounts Committee, the benefits from working across party lines on PAC related issues, and some of the challenges faced in a small legislature.</p>
<p>Session 3 1130-1230</p>	<p>Committee Surgeries: Challenges and Opportunities</p> <p>Chair: Michael Coleman MLC, Tynwald, Isle of Man Sub-Group Chair: Jane Williams, Clerk, Scottish Parliament</p> <p>In this session, the Chair, Members and Clerk of the Montserrat PAC will divide into small groups, each facilitated by a member of the UK delegation, to identify challenges and issues raised during the programme and examine possible solutions.</p>
<p>Lunch 1230-1330</p>	<p>Lunch</p>
<p>Session 4 1345-1500</p>	<p>Media Briefing on Role and Remit of the PAC</p> <p>Chair: Hon. Joseph Farrell MLA, Chair, Public Accounts Committee, Legislative Assembly of Montserrat Michael Coleman MLC, Tynwald, Isle of Man</p> <p>This session will provide an informal briefing to local media on the role, remit and scope of the newly reformed PAC. It will look at how the media can best engage with the PAC and their role in supporting the Committee as part of the accountability process.</p>
<p>1500-1515</p>	<p>Coffee Break</p>

Session 5	Debrief with Montserrat PAC
1515-1615	Chair: Michael Coleman MLC, Tynwald, Isle of Man Hon. Joseph Farrell MLA, Chair, Public Accounts Committee, Legislative Assembly of Montserrat An opportunity for Montserrat and UK counterparts to feed back on the programme, identify key lessons learned and discuss areas for future work

ABOUT CPA UK

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. For more information, visit www.uk-cpa.org



