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*National Democratic
Institute for
International
Affairs*

USAID Program Report

GUYANA:
STRENGTHENING DEMOCRACY
Grant No. 504-0105-G-00-5009-00

July 1 through September 30, 1996

BEST AVAILABLE COPY

USAID Program Report

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CONTENTS

Summary	1
Background	2
Program Activities	3
Elections	3
Legislative Support	4
Local Government	5
Nongovernmental Organizations	6
Administrative/Logistics	7
Results/Accomplishments	7
Future Activities	8

APPENDICES

A. Member List, Constitution Review Select Committee	Tab 1
B. Memorandum of Understanding	Tab 2
C. Assessment Report	Tab 3
D. List of Participants, Training Session Summaries, Participant Evaluation Forms	Tab 4
E. Local Government Training Booklets	Tab 5

USAID Quarterly Report
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I. SUMMARY

During this quarter, the National Democratic Institute for International Affairs (NDI) supported the Guyana Elections Commission in its registration effort and preparations for the 1997 elections, developed a training program for local government councilors, supported the National Assembly in establishing a parliamentary library and provided technical assistance to the Constitutional Review Select Committee.

In July, at the request of the Elections Commission and to enhance public confidence in the voter registration process, the Institute printed 2,000 easily identifiable shirts for registrars officials. NDI also gave a sub-grant to the International Foundation for Electoral Systems (IFES) to modernize and expand the registration capabilities of the commission. NDI held a mid-year retreat in Washington, D.C., to evaluate its programs and discuss future activities in Guyana. The Institute also printed and distributed the parliamentary library assessment report to interested parties in Guyana and Washington, D.C.

In August, NDI consultant Keith Jennings traveled to Guyana to meet with political parties and to develop a memorandum of understanding with the Elections Commission as well as assess NDI's Guyana election program and give recommendations. During this month, Program Assistant Yamillee Bastien and NDI's local government expert Rogers Wallace also traveled to Guyana to take part in the local government "train-the-trainers" workshops and meet with mayors and councilors to discuss future activities. Following the workshops, the Institute developed materials to be used in future training. The Institute also developed, in consultation with the clerk of the National Assembly, a three-month implementation workplan for establishing the parliamentary library.

In early September, NDI and the Elections Commission signed a memorandum of understanding outlining NDI's scope of work with the Elections Commission. The Institute also started preparations for the Elections Commission retreat to be held in early November. In addition, the Institute organized a number of training sessions for local councils and distributed packets of training materials to all participants. Additional training sessions will take place through December 1996. The Institute has also met with the Constitutional Review Select Committee and provided comparative information on constitutional reform. At the request of the clerk of the National Assembly, the Institute also printed and distributed copies of the Guyana constitution. The document will be used by the committee and other parliamentarians in considering constitutional reforms.

II. BACKGROUND

Despite successful general and local elections in 1992 and 1994, Guyana continues to face many challenges. Voting and party affiliation have remained racially polarized, and long-standing animosities between the political parties permeate government's decision-making process.

On May 30, the National Assembly passed long-delayed legislation to improve the electoral process. The measure allows the Elections Commission to act as an independent body and places the Commissioner of the National Registration under the control of the Elections Commission. Another provision of this bill provides for payment of "scrutineers" -- party representatives that monitor the registration process -- from the governing party and opposition parties represented in parliament. Although other groups or parties without parliamentary representation may recruit unpaid scrutineers to examine the registration process, smaller political parties have publicly denounced the government's decision to pay certain scrutineers. After being postponed four times, voter registration began on June 17. Registrars started a three-month nationwide door-to-door voter registration process to register all Guyanese nationals 14 years old or older. It is expected that up to 500,000 Guyanese will be registered by the end of October.

Recently, Parliament created two ad-hoc committees to consider ethics legislation and the constitutional reform process¹. The Constitution Review Select Committee has met regularly during the past three months and a sub-committee was appointed on July 11 to develop a budget for its staffing needs and expenditures.

First active in Guyana in 1990, NDI has worked to enhance confidence in the electoral process, strengthen local governance and support the efforts of civil society. NDI expects to help the Guyanese develop a more pluralistic political arena and further strengthen the country's democratic institutions. In October 1995, NDI received a four-year grant from the U.S. Agency for International Development (USAID) in Guyana to develop and implement a comprehensive program to support democratic development in Guyana.

In the first two months of the program, NDI consulted with Guyanese legislators, government officials and civic leaders to assess democratic needs and opportunities and developed a detailed workplan for 1996. In January 1996, NDI opened a permanent office in Georgetown with two field representatives, Cara Hesse and Deborah Ullmer. Preliminary program activities included establishing a system of consultation with Guyanese political and civil society leaders. In addition, NDI set the stage for programs to strengthen the National Assembly, to improve the capability of local government officials and to enhance the electoral process.

¹ Please see attachment (A) for a full list of Constitution Review Select Committee members.

III. PROGRAM ACTIVITIES

Elections

Since the opening of its office in January, NDI has worked to achieve the objectives outlined in its workplan: 1) to establish a strong working relationship with the members of the commission and other local and international organization to increase the effectiveness of NDI programs; 2) to assist the members of the commission by providing training and election-related information and the opportunity to interact with other election experts; 3) to organize an election study mission for the Election Commission and key members of its staff; and 4) to assist domestic monitoring efforts through a sub-grant to the Elections Assistance Bureau (EAB).

In July, the Institute responded to the request of the Chairman of the Elections Commission to design and print 2,000 T-shirts to be used by divisional registrars nationwide. Citizens had complained of being unable to identify registrars who visited their homes, undermining citizen confidence in the registration effort. Despite some minor problems with the registration process, the Elections Commission has been successful in registering more than 350,000 citizens and is back on schedule in its registration efforts.

During the same month, the Institute provided a sub-grant to the International Foundation for Electoral Systems (IFES) to install computer equipment to be used in the registration process. IFES has since conducted an assessment and purchased new computer equipment which will be used to compile the voters registry. At the request of NDI, IFES also provided computer training to election commission staff. The Institute expects that this support will enable the Elections Commission to compile a complete and accurate voters list for the 1997 elections and avoid problems experienced by previous election commissions.

In August, NDI election expert Keith Jennings traveled to Guyana to discuss election preparations with the Elections Commission and political parties. Based on his consultations, Jennings drafted a memorandum of understanding between the commission and NDI to clarify the scope of cooperation on a national voter education program. In early September, the Institute and the Elections Commission signed the memorandum². NDI-Washington is in the process of hiring a field representative who would work with the Elections Commission to develop and implement the voter education program.

In August, Chairman Singh requested formally that NDI help organize a retreat for the commission and its key staff in Guyana to share ideas with other election experts and plan for the 1997 elections. NDI responded to this request and started the preparations for the three-day retreat which will take place in Guyana on November 1-3, 1996. This retreat will be an opportunity for the

² Please see attachment (B) for a copy of the memorandum of understanding signed between the Institute and the Guyana Election Commission.

commission to expand its knowledge of election administration by consulting with election experts from around the world. NDI intends to invite experts from Canada, Barbados and Latin America to participate.

Finally, the Institute has been in regular contact with EAB representatives to determine how best to support the organization's efforts in preparing for the 1997 elections. Currently, the EAB is developing a funding proposal to train domestic monitors for the upcoming elections.

Legislative support

Based on consultations with Guyanese political and government leaders in late 1995, NDI developed a workplan to build the capacity of members of parliament and staff to conduct research, draft legislation and improve decision-making processes. NDI considered a number of programs aimed at achieving this goal including establishing a parliamentary library; organizing parliamentary programs to familiarize parliamentarians with the functioning of other countries' parliaments; and assisting in the internal organization of parliament by sponsoring seminars for members of parliament on topics such as committee structures, ethics in parliament and constitutional reform.

As part of an overall program to support the National Assembly and respond to the priorities established by the parliamentarians and the Clerk of the National Assembly Frank Narain, NDI is assisting in the development of a parliamentary library. Michael Anderson, of the United States Library of Congress, and Velma Newton, of the University of the West Indies in Barbados, conducted a complete assessment of the information needs of Members of Parliament. A 60-page report produced by NDI includes information on the current condition of the proposed library wing, recommendations for structural repairs, information resources and improved management structure. The report also provides estimates for acquisition of materials. During the parliament's session on July 26, the report was distributed to all members. In addition, NDI distributed the report to government officials and interested individuals in Guyana and Washington, D.C.³

To assist the Clerk of the National Assembly, NDI drafted a sample construction contract for the library. NDI also worked with the clerk to develop job descriptions for five staff positions for the new library. While the Institute has been providing information and technical assistance to the parliament for library construction, the government will provide the funding. Construction for the library is estimated at G\$15 million (approximately U.S.\$ 535,800). The Parliament Office has already requested funds for the next fiscal year to cover continuing construction. NDI has helped the clerk identify potential donors for the project and develop a fundraising packet to assist in collecting equipment and books for the Library.

NDI will contract a library advisor to assist the clerk and train the new parliamentary librarian. Training will include organizing documents currently available through the Parliament Office, acquiring equipment, collecting documents available in Guyana, such as ministry reports and

³ For a copy of the assessment report please turn to attachment (C).

establishing links with the Guyana Library Association and other parliamentary libraries. NDI will work on securing basic equipment prior to the appointment of a parliamentary librarian.

During the last quarter, NDI began consultations with members of parliament, including Cyrilda Dejesus, Ivor Allen Hyman and Arthur Alexander of the People's National Congress (PNC) and Alster Kisson of the People's Progressive Party (PPP). These discussions focused on the functioning of the parliament and the areas which need most improvement. These areas include the lack of decorum, the absence of substantive debate and the overall weakness of the parliament as a legislative body.

The Institute has begun to support the Constitutional Review Select Committee in its efforts to review the constitution. In July, the committee appointed a sub-committee to draft a budget for a 15-month program, which includes funds for a six-member secretariat, public hearings and a public awareness campaign. G\$11.3 million (approximately U.S. \$80,700) have been allocated by the Ministry of Finance for this process.

NDI sent constitutional reform materials to the select committee to assist them in their planning. NDI staff members met with Constitutional Reform Committee members including Reepu Daman Persaud, PPP Minister (the Committee's Acting Chair); Moses Nagamootoo, PPP Minister; Keneth King, PNC Secretary General; and Pauline Sukhai, Parliamentary Secretary for Amerindian Affairs. During these meetings, the members expressed their interest in addressing the following issues: powers of the president, local government system, relationship between the central and local governments, electoral system and power-sharing. The PNC members also stated their interest in addressing the protection of minority groups rights.

At the request of the clerk, NDI provided members of the committee with reprints of the amended 1980 constitution. There is support among many committee members to launch reform efforts through a public forum. The goal of such an event would be to demonstrate the committee's unified support for the drafting of a new constitution and the ways it would inform citizens and encourage public participation. Both parties seem to be committed to presenting and approving an improved or new constitution before the next elections.

The Public Awareness Sub-committee's program aims at educating the public about the current constraints and powers of the 1980 constitution and the alternatives for a revised constitution. The Select Committee plans on holding public hearings from January to March 1997. Finally, a group of constitutional experts will be appointed at the end of January 1997 to advise the Select Committee on legal issues and put the Committee's recommendations into constitutional format.

Local Government

NDI has set out in its first year workplan to provide community development training for local councilors and to address the problem of property assessments. Under a separate AID grant, NDI has created a pool of local government trainers utilizing the resources of various Guyanese nongovernmental organizations to increase the number of qualified local government trainers.

During the past quarter, NDI met with various nongovernmental organizations involved with community development and secured their participation in the seminar organized by NDI in cooperation with the Ministry of Local Government held on August 2 and 3. These groups included the Guyana Volunteer Corps, the University of Guyana, the Institute for Adult and Continuing Education and the Guyana Management Institute. Seminar participants included 45 potential trainers who helped develop a local government training program. NDI local government expert Wallace Rogers participated in the seminar and brought to the discussion the extensive experience he has acquired in the U.S. and abroad⁴. NDI will also work with the Ministry to organize meetings between trainers and local councilors. These forums will provide an opportunity for trainers to discuss methodologies and develop a training schedule which will run through December 1997. In August, NDI also produced and distributed materials to be used in conjunction with the training of local officials⁵.

During his stay in Guyana, Rogers met with mayors and local officials to continue discussions about the formation of a local government association. In addition, Rogers conducted an assessment of local government financing and deeds registries in Guyana. Following his return to Washington, D.C., Rogers developed a list of recommendations which are currently under consideration by NDI.

NDI has also compiled a directory of all Neighborhood Democratic Councils (NDC) and Regional Democratic Councils (RDC) which will be distributed to local councilors to improve communication between local governments. The Ministry of Local Government is committed to updating and distributing the directory to mayors, councilors and other interested institutions nationwide.

Nongovernmental Organizations

The Institute continues to study the possibility of organizing media workshops with the Guyana Press Association and the Department of Communications or the Institute for Development Studies of the University of Guyana. Given the timing of other programs, NDI expects to launch such a program in late November or December.

As NDI's voter education program unfolds, the Institute hopes to engage nongovernmental organizations and political parties in the production and dissemination of voter education materials to encourage participation and strengthen citizen's confidence in the election process.

⁴ Please turn to attachment (D) for a full list of participants, summary of the sessions and charts quantifying participants' evaluation forms.

⁵ Please turn to attachment (E) for copies of the local government training booklets.

Administrative/Logistics

In July, the Institute hired two Guyanese, Paul Adams and Winston Cramer, to fill the positions of office administrator and program assistant respectively in the Guyana office. NDI Washington has been interviewing a number of candidates for a new position of program officer to be responsible for the voter education program and for NDI's activities with the Elections Commission. NDI expects to have the position filled by mid November.

IV. RESULTS/ACCOMPLISHMENTS

During this quarter, NDI has focused on supporting the registration process. The 1992 and 1994 elections in Guyana pointed out the necessity to conduct nationwide registration to compile a comprehensive voters list. Providing T-shirts to the commission has helped citizens better recognize registrars and have more confidence in the registration process. NDI's sub-grant to IFES for the installation of computer equipment will allow the commission to compile a voters list in an accurate and timely manner. The NDI/Elections Commission retreat will bring together international and Guyanese election experts to discuss various aspects of election organizing and help the commission plan future activities.

The signing of the memorandum with the Elections Commission has strengthened NDI's relationship with the commission and provided for a voter education program to promote public confidence and increase voter participation. Such steps have also helped the Elections Commission secure greater international funding for its future activities. Furthermore, Jennings' consultations with political party leaders have helped institutionalize channels of communication between parties and NDI. The hiring of a program officer to work with the election commission will allow the Institute to implement a larger number of election related programs and assist the commission in developing a comprehensive voter education program.

NDI's legislative program produced a parliamentary library assessment report. That served as a first step in establishing a parliamentary library. Following the distribution of the report, a large number of parliamentarians renewed their support for the creation of such a library. This has helped rally support for the construction effort which is currently taking place as well as the allocation of funds to staff the library. NDI has assisted the Clerk of the National Assembly in developing a fundraising strategy. Through this project, the Institute has been able to establish strong relations with a large number of parliamentarians which has allowed NDI to develop other legislative programs. NDI has supported the Constitutional Review Select Committee's members by providing them with basic documents on constitutional reform from other countries as well as comparative studies and NDI reports. In addition, the Institute has provided the committee members with copies of the Guyanese constitution to facilitate the review process (copies were previously unavailable). Finally, NDI is consulting with members of the committee to best determine how it can support the review process.

The local governance program created a pool of 45 potential local government trainers and developed training technics and materials that will used by the Local Government Ministry in the

future. NDI's activities have also increased communication between councilors, mayors and the Ministry. The development, printing and distribution of a local government directory is one of the ways in which NDI has also contributed to the strengthening of local government cooperation. NDI's local government workshops will provide councilors the opportunity to interact with trainers and provide training to council members and staff. Finally, the development of train the trainers modules will be essential in better preparing trainers for future assignments. The program has been successful in mobilizing local councilors' support for more training for NDCs and RDCs.

V. FUTURE ACTIVITIES

In early October the Institute will conduct a program review. This review will help the Guyana office evaluate its current programs and develop future activities. NDI expects to hire a new program officer to work with the Elections Commission to develop and implement the voter education program. This person will also be in charge of the implementation of the program. The Guyana Team will continue its preparations for the Elections Commission's retreat to be held in early November.

Local Councilors training workshops will take place throughout the next quarter. The Institute will continue to support the Ministry of Local Government in its efforts to better communicate with and train mayors and councilors.

NDI will start purchasing equipment and documents for the parliamentary Library. NDI will work closely with the Constitutional Review Select Committee to develop an outreach program which would facilitate the input of political parties, nongovernmental organizations and Guyanese citizens.

USAID Quarterly Report
GUYANA: STRENGTHENING DEMOCRACY
July 1- September 30, 1996

ATTACHMENT (A)

MEMBERS

of the

SPECIAL SELECT COMMITTEE TO REVIEW CONSTITUTION

Chairman (PPP/C)(1)

The Hon. Bernard C. DeSantos, S.C., M.P.,
Attorney General and Minister of Legal Affairs

Other Members from the People's Progressive Party/Civic (7)

The Hon. Reepu Daman Persaud, O.R., J.P., M.P.,
Senior Minister of Agriculture (Leader of the House)

The Hon. S. Feroze Mohamed, M.P.,
Senior Minister of Home Affairs (Government Chief Whip)

The Hon. Clement J. Rohee, M.P.,
Senior Minister of Foreign Affairs

The Hon. Moses V. Nagamootoo, M.P.,
Senior Minister of Local Government

Mr. Komal Chand, C.C.H., M.P.

Mrs. Pauline Sukhai, M.P.

Mr. Winslow M. Zephyr, M.P.

Members from People's National Congress (4)

Mr. Winston S. Murray, C.C.H., M.P.

Dr. Kenneth F.S. King, M.P.

Mrs. Clarissa Riehl, M.P.

Mr. Arthur A. Alexander, M.P.,
Deputy Speaker of the National Assembly

Member from the Working People's Alliance (1)

Dr. Rupert Roopnaraine, M.P.

Member from The United Force (1)

Mr. Manzoor Nadir, M.P.

USAID Quarterly Report
GUYANA: STRENGTHENING DEMOCRACY
July 1- September 30, 1996

ATTACHMENT (B)



OFFICE OF THE ELECTIONS COMMISSION,
41 High Street, Kingston,
Georgetown, Guyana.

September 25, 1996

Ms Cara Hesse,
Program Officer,
National Democratic Institute (NDI),
34 North & King Streets,
Georgetown.

Dear Ms Hesse,

Re Memorandum of Understanding

I am in receipt of your letter of 24th September, 1996 and the (2) copies of the Memorandum of Understanding enclosed therein.

I have signed both copies and I am returning one copy as requested.

Thank you.

Yours sincerely,

Doodnauth Singh
Chairman



NATIONAL DEMOCRATIC INSTITUTE FOR INTERNATIONAL AFFAIRS

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MEMORANDUM OF UNDERSTANDING BETWEEN

THE GUYANA ELECTIONS COMMISSION
AND
THE NATIONAL DEMOCRATIC INSTITUTE
FOR INTERNATIONAL AFFAIRS

September, 1996



This document will serve as the Memorandum of Understanding between the Guyana Elections Commission (EC) and the National Democratic Institute for International Affairs (NDI). It provides for a collaboratively designed and implemented program to assist with the conduct of non-partisan voter education activities to improve citizen participation in the political process and to promote tolerance, transparency and greater sympathy for the electoral process.

The program's key component is a Guyana Voter Education Project (GVEP), a national voter education program developed and implemented by the EC with the support of NDI. GVEP will seek to complement other voter education and election-related initiatives and programs.

This MOU serves to define the scope of the relationship between the Elections Commission and NDI. While activities conducted with the Elections Commission will be only in accordance with this MOU, NDI will continue to seek the Commission's advice and guidance about other activities that the Institute may undertake.

INTRODUCTION

As the next round of national elections rapidly approaches, it is important that a coordinated national voter education effort be designed and implemented. This is especially true in light of a substantial number of new voters that will likely participate in the process. It will also be useful so that future commissions can benefit from the experiences generated by the current commission's work on voter information programs.

The Guyana Voter Education Project (GVEP) is a multifaceted effort designed to expand voter participation and awareness of citizenship responsibilities as the next round of national elections approaches. The programmatic approach is two-fold. First, NDI will support the work of the EC to develop voter education programs to inform the electorate of the voting processes, voter's rights, and voter responsibilities for the upcoming 1997 general elections. Second, NDI will assist the EC in its efforts to enhance the long-term institutional capacity of the Election Commission and Registration Center to develop and implement sustainable voter information programs.

NDI will assist the Commission to design, schedule and organize activities and will help to evaluate progress and plan future activities in connection with the GVEP. The assistance to be given by NDI to the Commission will be provided in full cooperation with the EC.

THE GUYANA VOTER EDUCATION PROJECT

GVEP comprises five interconnected phases. Each phase corresponds to the Guyanese electoral process and the normal election cycle. During each phase, the project will have specific objectives and a timetable of activities designed to make the project a success. The phases of the project are as follows:

- Phase 1: The Registration Phase
- Phase 2: The Claims and Objections Phase
- Phase 3: The Pre-Election and Campaign Phase
- Phase 4: The Election Phase
- Phase 5: The Three Month Post-Election Phase

It shall be one of the important components of the Project that the NDI will work with the EC to ensure that consistent and appropriate themes, messages, materials, means of communication and scheduling of community based activities occur. NDI will inform the EC of any additional activities they may conduct independently of the GVEP project.

The EC shall appoint two liaison commissioners to collaborate with NDI on behalf of the Commissioners.

PROGRAM GOALS AND OBJECTIVES

The goal of the Guyana Voter Education Project is to impart to the electorate a deeper understanding of the democratic process generally and to expand participation in Guyana's upcoming national elections.

More specifically, the program objectives are:

- a. To develop and implement a national voter education program;
- b. To create radio, television, and newspaper compositions that educate the electorate, communicate voter education messages and stimulate interest and confidence in the electoral process;
- c. To develop an election "kit" that will be distributed by the EC for use in rural and urban popular community-based voter education outreach. The kits will provide such information as will assist voters and potential voters in an appreciation of the process. The kits will become the property of the EC;
- d. To assist the EC on request in its efforts to strengthen voter knowledge of the process, election management, transparent election processes and mechanisms for resolving conflicts in the electoral process;
- e. To increase opportunities for the Guyana Elections Commission members to observe and share experiences with their peers from other countries.

PROGRAM DESIGN

The EC is the sole body responsible for managing and administering an impartial electoral process. The EC oversees and manages all aspects of the election process and all matters relating thereto. The Commission will be the principal communicator of the voter education message, will explain the process, interpret the law, arbitrate disputes and work to

assure neutrality in the electoral environment. NDI's technical assistance is intended to assist and support the EC's role in these areas.

Creation of Voter Education Materials

NDI will support the work of the Elections Commission on the GVEP by working closely with the liaison commissioners and the EC's program coordinator to develop, in a timely fashion, draft materials to be reviewed by the commission before production, publication or distribution.

The materials that may be produced include posters, flyers, stickers, buttons, tabloids, training materials, election kits, a question and answer brochure, and a guide to the electoral process. A theme and logo for the project will also be proposed. Production of and types of material produced will be subject to the budget limits established in this memorandum of understanding.

Project Collaboration and Coordination

The EC will appoint two commissioners to serve as official commission representatives or liaisons for the GVEP project. The commission will inform and identify NDI, in writing, of the two commissioners. These GVEP liaison commissioners will be responsible for GVEP consultations with the NDI, and for program direction. An EC program coordinator will be responsible for the ultimate implementation of all workplan activities at the EC. An NDI staff person with voter education experience will be assigned to this project to provide technical assistance and advice and to coordinate all aspects of NDI's assistance.

NDI's technical assistance initiatives will be presented and discussed first with the GVEP liaison commissioners and thereafter presented to the entire commission, if deemed necessary by the GVEP liaison commissioners, for approval in writing.

It will be the responsibility of the two GVEP liaison commissioners, in consultation with the EC Chairman, to determine if a specific initiative warrants the approval of the full commission. Because of the dynamic political situation, the need for maximum flexibility is appreciated and reflected throughout the program. Thus, the collaboration will also reflect this reality.

The EC program coordinator and NDI in consultation with the GVEP liaison commissioners will develop a specific timeline for each approved project activity. The timeline will be approved by the GVEP commissioners. Anticipated deviations from the timeline by either organization will be communicated in writing in advance to the contact person in each organization so as to facilitate effective program implementation. The full commission will also be notified of any delay in the timeline, as well as provided with an explanation of the reason for the delay.

NDI will present to the GVEP commissioners products for consideration in a timely manner and in accordance with a predetermined project timeline. Requests made of NDI will be responded to in a timely manner so that opportunities to impact the voter education process are taken advantage of and initiatives are implemented in an effective manner.

NDI and the EC will inform each other in a timely manner of any proposed changes to the agreed upon plan for the GVEP, or any proposed changes in the electoral process that may affect the program. If, for whatever reason, a substantial difference of opinion arises, it shall be brought to the attention of the other party in writing as soon as possible and with the aim of addressing the issues involved in an honest and open manner.

Voter Education Training Workshops and Seminars

NDI will work with the GVEP liaison commissioners to design and implement a series of voter education training seminars for women, youth and other under-represented groups. The training of the trainers technique will be used during various workshops so that a multiplier effect can occur.

PROGRAM ACTIVITIES

During Phase One messages that encourage citizen participation in the registration process will be developed and aired on radio and television. Toward the end of the registration process a more aggressive effort will be made and special activities undertaken for those sectors showing poor registration compliance (*e.g.* a music concert that encourages young people to register).

A specific workplan for Phases Two through Four will be developed by the two GVEP liaison commissioners and NDI in accordance with local needs and conditions. This process will be done in consultation with Guyanese civil society. During Phase Five, a post election examination of the electoral process shall be sponsored by the EC.

FUNDING

The funds available for use by NDI in support of this project is US \$75,000. In order to comply with US government financial assistance requirements, NDI must officially maintain ultimate responsibility for governance and democracy program funds spent in Guyana. The EC and NDI will develop a tentative budget and funding mechanism for the first phases of the program. Any direct expenditure of funds covered under this MOU can only be made in consultation with NDI. The budget will be subject to the approval of the full commission.

EXPECTED PROGRAM OUTCOMES

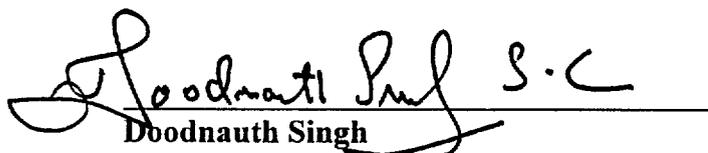
As a result of this successful implementation of the Guyana Voter Education Project, it is expected that detailed information on the voting process would have been systematically provided to the voting age population. In addition, the program would have made a special effort to reach previously uninvolved or under represented sectors of the population.

The coordinated effort involving the EC would have resulted in more involvement and participation by women and youth in the political process. And finally, the voter education project would have been conducted in a manner that facilitates its institutionalization and sustainability of voter education activities, as well as transfer of information to future commissions.

PROGRAM MONITORING AND EVALUATION

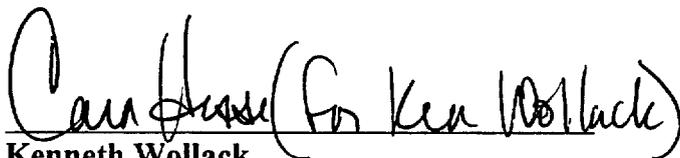
Program monitoring and evaluation will be a regular feature of the project. The EC and NDI shall prepare a brief monthly progress report, as well as a mid-term and final report. At the end of the project, an evaluation of the level of success of the project shall be prepared.

SIGNATORIES OF ACKNOWLEDGMENT AND ACCEPTANCE



Doodnauth Singh
Chairman
Guyana Elections Commission

25/9/96
Date



Kenneth Wollack
President
National Democratic Institute for International Affairs

September 24, 1996
Date

**USAID Quarterly Report
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July 1- September 30, 1996**

ATTACHMENT (C)

**Findings of the Guyana
Parliamentary Library
Assessment Mission**

March 22-25, 1996



**NATIONAL
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NATIONAL DEMOCRATIC INSTITUTE FOR INTERNATIONAL AFFAIRS

The National Democratic Institute for International Affairs (NDI) was established in 1983. By working with political parties, legislatures and other institutions, NDI seeks to promote, maintain and strengthen democratic institutions in new and emerging democracies. The Institute is headquartered in Washington, D.C. and maintains field offices in Africa, Asia, Eastern Europe, Latin America and the Caribbean, the Middle East and the former Soviet Union.

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TABLE OF CONTENTS

ACKNOWLEDGMENTS

I.	EXECUTIVE SUMMARY	1
II.	PARLIAMENTARY LIBRARY CONSULTATION	3
III.	THE GUYANA PARLIAMENT	4
	Structure	4
	Current Membership	5
	Session Calendar	5
	Legislative Procedure	6
	Committee System	7
	Parliament Office	7
	Existing Facilities	8
IV.	EXISTING DOCUMENTS AND PUBLICATIONS	9
	Environment	9
	Condition	10
V.	DELIVERY OF INFORMATION	11
	Parliamentary Libraries in the Commonwealth: an Overview	11
	Services Provided in Guyana	13
	Providing Information to Parliamentarians	13
VI.	LIBRARIES WITHIN GUYANA	13
VII.	THE PROPOSED LIBRARY	14
	Physical Location and Layout	14
	Governance	15
	Staff	15
	Staff Selection and Training	17
	Collection	18
	Commentary on Collection Establishment	19
	Classification and Cataloguing	20
	Records and Procedures	21
	Equipment	21
	Supplies and Furniture	22
	Budget Requirements	22

VIII.	SERVICES TO BE PROVIDED	24
IX.	SUSTAINABILITY	24
	Government Responsibility	24
	Management	24
	Acquisition Policies	25
	Maintenance of Equipment	25
	Staff Training and Incentives	25
	Cooperation with other Libraries	26
	International Cooperation	26
X.	CONCLUSIONS	26
XI.	NDI'S ROLE	29

APPENDICES

1. Advisor Biographies
2. NDI Involvement in Guyana
3. Libraries in Guyana
4. Space Requirements
5. Reference and Other Books
6. Equipment
7. Library and Equipment Supplies
8. Furniture and Shelving

ACKNOWLEDGEMENTS

This report examines the information needs of the Guyana National Assembly as well as the condition and accessibility of existing legislative resources. As the first step toward the creation of a parliamentary library, this report provides recommendations for the development of information resources for Members of Parliament in Guyana.

Senior Research Librarian Michael Anderson of the United States Library of Congress and Law Librarian Velma Newton of the University of the West Indies traveled to Guyana in March 1996 and, subsequently drafted this report. Background information for this report was developed by NDI/Guyana Program Coordinator Deborah Ullmer, with the help of the Clerk of the National Assembly, Frank Narain, A.A. NDI staff members Thomas O. Melia, Sue Grabowski, Cara Hesse, Marissa Brown, Makram Ouass and Emma Nilenfors edited and refined the document.

NDI acknowledges Narain, Deputy Clerk Sherlock Isaacs and the staff at the Parliament's Office for collecting detailed data, assisting in the coordination of meetings and answering numerous questions. Narain's knowledge of the history and procedures of Guyana's Parliament was an invaluable source of assistance.

We also want to express our appreciation to those who took time to share their views and insights with NDI staff and the assessment team. We make special note of Prime Minister Samuel Hinds; Derek Jagan, speaker of the National Assembly; Dr. Kenneth King, secretary general of the People's National Congress; Dr. Rupert Roopnaraine, co-leader of the Working People's Alliance; Miles Fitzpatrick, attorney-at-law; Ivor Rodrigues, national archivist; Gwyneth Browman, chief librarian of the National Library; Orin Fraser, Supreme Court Library; Maureen Newton, chief librarian of the Caribbean Community library; Pamela Knights, chief librarian of the Bank of Guyana library; and Yvonne Lancaster, chief librarian, and the staff of the University of Guyana Library and Learning Resource Center.

The United States Agency for International Development (USAID) provided the financial assistance that enabled NDI to undertake this work. We are grateful to USAID Project Manager Dennis Darby, LL.M. for his assistance to NDI representatives in Guyana.

We hope that this report contributes to the deliberative process by which public policy is made in Guyana.

Kenneth D. Wollack
President
National Democratic Institute for International Affairs

I. EXECUTIVE SUMMARY

On October 5, 1992, the people of Guyana elected their representatives to the National Assembly in competitive, multiparty elections, generally viewed as the fairest in Guyana's post-independence history. The electoral mandate enjoyed by these newly elected parliamentarians enhanced the legitimacy of the National Assembly as a forum for the representation of diverse viewpoints and an arena in which to forge policies that benefit the people of Guyana. Since 1992, the National Assembly has considered the major issues facing Guyana including economic reform, environmental protection, health care delivery and educational policy.

The National Assembly does its work, however with quite limited resources. While the Parliament Office comprises 32 staff members, the services provided are mainly administrative. With the exception of those who are cabinet members, parliamentarians have no staff to assist them with their many legislative tasks. In addition, parliamentarians do not have mailboxes, offices or telephones at the parliament building. Most critically, parliamentarians do not have easy access to the necessary background and comparative information on issues of national importance. With access to appropriate information, parliamentarians can inform themselves regarding issues under debate, and policy can reflect the best available options. Moreover, better informed legislators would raise the level of policy debate and would ultimately enhance the ability of the legislature to perform the important task of legislative amendment and oversight of the executive that are expected of a modern democratic legislature.

Currently, parliamentarians have access to only a few resource materials located in a enclosed loft in the parliament building. Materials are not catalogued or indexed, and many are water-damaged or bookworm-infested.

Many Commonwealth Caribbean parliaments enhance the policy making process by establishing libraries to provide resource materials to parliamentarians. These parliamentary libraries at least contain a few works on parliamentary procedure, the publications of that parliament and comparative information on topical issues. Throughout the Caribbean and the democratic world, libraries play a key role in supporting the work of national legislators.

As a first step toward enhancing the availability of information resources in Guyana, key members of the National Assembly identified the establishment of a library facility as a priority. These members recommended that the library be housed in the parliament building and strive to contain complete sets of all parliamentary documents and government reports, as well as comparative information from other parliaments. As envisioned by these members, the library would primarily serve the research needs of all members and their committees by dispensing information on a broad range of issues in a confidential, objective and timely manner.

As a part of an overall program to support the National Assembly, and respond to the priorities established by the assembly members, NDI asked two senior research librarians to participate in a library assessment mission in March, 1996. Michael Anderson, a senior research librarian at the United States Library of Congress and Velma Newton, a law librarian at the University of West Indies in Barbados traveled to Guyana to determine the material, staffing and

structural needs for the establishment of a parliamentary library.¹

Anderson and Newton met with Members of Parliament, principal staff of the Parliament Office and key research librarians to determine the scope of the information needs of the Parliament. They also assessed the physical space for the proposed library wing; the resources and documents currently available to parliamentarians; the organizational structure of the parliamentary staff; and existing relationships among the main libraries in Guyana.

Following their visit, Anderson and Newton drafted this report describing the existing facilities including resources available to parliamentarians and outlining recommendations for the managerial and structural development of a parliamentary library. This paper examines Guyana's existing facilities, documents and resources available to MPs and the constraints they face in obtaining pertinent documents. The paper then outlines recommendations for the development of a parliamentary library capacity in the Guyana National Assembly.

Anderson and Newton indicated that a parliamentary library could provide members and their committees with research services by responding objectively to member requests and disseminating timely background information. Furthermore, the report contends that a properly designed and operated parliamentary library of modest means could foster understanding and highlight available policy choices. Drawing on its own resources, and those of Guyana's academic community, executive agencies, the private sector and other information sources, the parliamentary library could help inform MPs about the best alternatives for creating legislation to solve Guyana's many pressing issues.

Based on their many conversations with Guyanese and their knowledge of information resource facilities in other countries, Anderson and Newton suggested the following options for improving and expanding the facilities available to parliamentarians in Guyana.

- Form a library committee of Members of Parliament to develop a flexible collection and operation policy;
- Establish cooperative links with librarians working in other parliamentary libraries, government depositories and professional library organizations;
- Catalogue and index existing parliamentary documents before placing them in the new library;
- Collect pertinent documents and publications currently available in Guyana;
- Employ a trained librarian to manage the parliamentary library;
- Obtain indexes, rather than sets of books, in order to conserve space;

¹ See appendix 1 for further biographical information.

- Locate a temperature-controlled storage space for all new materials that are acquired for the library; and
- Equip the parliamentary library with at least one computer, a high-grade printer and a photocopier.

NDI views the assessment of current facilities and the production of this paper as the first phase of its assistance to the National Assembly.² The report will be circulated to MPs, government officials, parliamentary staff and other interested organizations both in Guyana and abroad.

In the second phase, NDI will continue to work closely with the clerk to implement suggested measures. As the clerk supervises remodeling of the proposed library area, NDI anticipates contracting a librarian, on a short-term basis, to assist the parliamentary staff. In this interim period, this librarian could recommend materials to be replaced, bound or discarded; assist the new librarian in cataloging existing material; help to collect materials available in Guyana; identify materials of historical value; and provide training to a designated librarian.

When the structural remodeling is completed, NDI expects to support the acquisition of basic research material for the library. Acquisitions will be based on recommendations outlined by Newton and Anderson. NDI will also continue to inform international organizations that may want to play a role in supporting the library's further development such as equipment procurement and collection acquisition.

II. PARLIAMENTARY LIBRARY CONSULTATIONS

From March 21 to 25 1996, NDI brought two research specialists, Michael Anderson, senior research librarian at the United States Library of Congress and Velma Newton, law librarian at the University of the West Indies in Barbados to Guyana to participate in a parliamentary library assessment mission. While in Guyana, Anderson and Newton interviewed Members of the Guyana National Assembly, government officials, political leaders and professional librarians. Both librarians found the Guyanese they met to be enthusiastic about establishing a parliamentary library and increasing the amount of information resources available to the Guyana library system as a whole.

Working closely with Clerk of the National Assembly Frank Narain and Deputy Clerk Sherlock Isaacs, Anderson and Newton conducted a complete assessment of: the information needs of Members of Parliament; the proposed library wing; resources and documents currently available to MPs; the organizational structure of the parliamentary staff; and existing relationships among the main libraries in Guyana.

² For background information about NDI involvement in Guyana, see appendix 2.

During these consultations, Guyanese from many sectors expressed concerns relating to fiscal constraints that could threaten the establishment and sustainability of a parliamentary library. Although government officials recognize the need for expanding information resources within Guyana, they anticipate difficulties in executing such a commitment in light of other spending priorities. For example, the parliamentary library may face recruiting problems in attracting a candidate for the professional librarian position given the present low salaries available for public servants. In addition, Guyanese discussed staffing and training needs, the poor condition of existing parliamentary documents and the availability of these documents.

With the exception of cabinet members, parliamentarians do not have personal support staff to assist them with their legislative and research needs. Although the staff of the Parliament Office does provide support to all members of the National Assembly and its committees, its services are mainly clerical. The clerk of the National Assembly, who administers the Parliament Office, personally responds to requests from MPs and from anyone else, whether journalists or university students, to locate various government documents. However, the clerk is already overextended with his numerous other duties. In many ways, the clerk performs multiple roles, from document keeper to parliamentary historian.

In responding to requests, the clerk relies on memory to locate parliamentary documents, official publications and other reports. Currently, most of these items are stored in a loft of the upper floor of the parliament building that is not readily accessible by MPs. Furthermore, the assembly's own collection of documents is uncatalogued. The older documents that are of archival or historical value, particularly the *Guyana Hansard*, which contains the National Assembly's proceedings and debates, may be near extinction due to neglect unless there is a move to index or catalogue their contents soon.

Under Guyana's constitutional structure, most legislation is prepared by cabinet members before introduction to the assembly. Other parliamentarians wishing to obtain background information may be left empty handed as many current government documents and comparative information are not available. This resource vacuum poses a problem for those MPs who may be unfamiliar with a particular issue and lessens the ability of lawmakers to intervene constructively in policy debates.

III. THE GUYANA PARLIAMENT

Structure

Since independence on May 26, 1966, Guyana has moved toward a hybrid form of presidential and parliamentary government systems. Executive power is concentrated in the hands of the president, who is leader of the party receiving the most votes in the legislative election, even if only a plurality. The president has the authority to appoint a prime minister with powers similar to that of a vice-president. The president also may select other vice-presidents and name the leader of the opposition, without any provision for votes of confirmation. In addition, cabinet members who are also appointed by the president, become non-voting members of the National

Assembly.

Legislative power rests with the National Assembly, a unicameral body comprising 65 elected members and such others who may become members, whether by virtue of election as speaker or appointment as a minister in the government. Fifty-three members are chosen by a system of proportional representation from national lists drawn up by the political parties. In an unusual feature of the system, the party leader, subsequent to an election, selects those candidates from the slate who will actually sit in the assembly. Thus, most members obtain seats at the discretion of their respective party leaders.

The remaining 12 MPs are elected indirectly. On the same day as national elections, citizens also vote for Regional Democratic Councils (RDC) in each of Guyana's 10 regions. The councils, elected in a proportional representation system, vary in size from 12 to 35 members and are responsible for carrying out central government initiatives and development tasks. Each RDC elects one person from among its members to serve as a Member of Parliament. The RDCs also each elect two members to sit on the National Congress of Local Democratic Organs. This 20-seat body then elects two of its members to Parliament. The term of office for members of parliament is five years, unless the assembly is dissolved earlier by the president.

Current Membership

On October 5, 1992, Dr. Cheddi Jagan of the People's Progressive Party (PPP) was elected as Executive President of the Sixth Parliament. In addition, four parties were elected to serve in the National Assembly; the PPP/CIVIC alliance won 32 seats; the People's National Congress (PNC) garnered 30 seats; and the Working People's Alliance (WPA) won two seats and The United Force (TUF) won one seat.

Similar to members of other parliamentary systems, members of Guyana's Parliament may pursue other careers while holding public office. The present legislature embodies a variety of professional experience, including approximately 15 business people, seven farmers, six lawyers and four university lecturers.

The 1980 Constitution stipulates that the prime minister serve as head of the National Assembly. The speaker's duty is to chair and maintain orderly conduct in the proceedings of the assembly and its procedural committees. Choosing the speaker is the National Assembly's first order of business. The speaker need not be an elected member of the assembly. If the assembly should elect a speaker who is not an MP, as was the case of the current Sixth Parliament, that person becomes an MP by virtue of his election to the speaker post. However, the speaker's power to cast tie-breaking votes is expressly limited to those speakers who are elected from within the legislature. In circumstances where a speaker is not an elected MP, the motion fails on a tie vote.

Session Calendar

The Constitution provides that the National Assembly determine its own calendar and that

“the assembly shall sit every day except Saturdays and Sundays.” Although the leader of the Parliament consults with the clerk of the assembly about pending business, it is the government that determines the schedule. As a result, the assembly meets irregularly and infrequently as issues arise and as the government calls it into session. The Sixth Parliament has met 80 times as of early May 1996, averaging about two days per month.

Legislative Procedure

The president’s cabinet comprises 18 offices (including the prime minister, 16 senior ministers and the secretary to the cabinet), and constitutes the principal policy making body. Within the ministries or government departments, there are subcommittees of advisors that make recommendations on proposals which are drafted into bill format by the Attorney General’s office. Bills may be reviewed by the cabinet for any modifications before being presented to the assembly.

Although any parliamentarian may introduce a bill or propose a motion for debate in Guyana’s National Assembly, legislation is in fact introduced almost exclusively by the government. Furthermore, the assembly must seek the consent of the cabinet before proceeding with any legislation relating to taxes or public spending. Some issues, such as those relating to contracts or the ministries themselves, are handled within the cabinet and never debated in the assembly.

Before a bill is considered by parliamentarians, the clerk of the National Assembly confirms that the provisions of the bill are within the scope of its title, writes an explanatory introduction and checks for grammar. After this process is completed, the bill is placed on the Order Paper for a particular sitting and arrangements are made for it to be printed in the *Official Gazette* (published every Saturday). The clerk is also responsible for distributing copies of the bill to MPs. The bill is now ready to be introduced in the assembly.

At this stage, the speaker orders that the bill be read for the first time, a procedure that alerts MPs to legislation to be considered at a later sitting. According to the Standing Orders, no bill shall be read a second time until seven days have passed from the date of its publication in the *Gazette* and until it has been circulated to the MPs. In many instances, however, non-cabinet members are not provided copies of the bill until it is read for the second time. It has become customary for MPs to receive a copy of the bill the day it is being debated, a practice that disadvantages those unfamiliar with the issue.

After a second reading, a bill is submitted to the entire assembly, known as the Committee of the Whole Assembly, for consideration. Unless the assembly refers the bill to a committee, any amendments to the bill are addressed before it is read for the third and final time. Upon the third reading, the speaker proposes the question that the bill be passed without debate. Legislation adopted by the assembly is then submitted to the clerk who delivers it to the president for his approval or disapproval.

A bill can become a law only if the president agrees to sign it. If the president withholds

his assent, it will be returned to the National Assembly with a message stating the reasons for his disapproval. If two-thirds of the National Assembly determines to return the bill again to the president, he or she must assent to it within 21 days, unless the president dissolves the Parliament before that time. Thus, a legislative override of a presidential veto could prompt new elections. Such elections would be both for president and the legislature. It is possible under the present Constitution that a president would not command a majority in the legislature; thus, the legislature might amend a government proposal to such an extent that the executive could not abide it. This political situation has not yet arisen and no bills have ever been returned.

Committee System

The assembly has had no permanent committees with subject jurisdiction that relate to departments of the government. However, it does have sessional committees that are mainly concerned with procedural issues. The most active sessional committee in the current legislature is the Public Accounts Committee, which examines the mechanisms and management system for the expenditure of public monies.

Other sessional committees in the assembly include: the Standing Orders Committee, to consider changes in the standing orders; the Committee of Selection, to select the membership of other committees; the Committee on Privileges, to consider various matters referred to it by the National Assembly; and the Assembly Committee, to consider matters of comfort and convenience for Members of Parliament. In addition to the sessional committees, the assembly convenes as the Committee of Supply in order to consider the estimates of revenues and expenditure for a financial year.

Special ad-hoc committees, which may be appointed to consider particular pieces of legislation or other issues designated by the assembly, play a crucial role in the legislative process. If so authorized, these committees can hear outside witnesses.

Parliament Office

All business for members is conducted through the Parliament Office which comprises the clerk, deputy clerk and a team of 32 staff who handle six support areas, including Registry and Typing, Clerical and Office Support, the Sergeant-at-Arms and Operatives, Personnel, Accounts, and Reportorial. The positions of the clerk and deputy clerk of the National Assembly are established by the Constitution and are not public service offices. Appointments to these two positions are made by the president with the advice of the speaker. Their terms are determined by a special commission established by the Constitution for this purpose. All other parliamentary staff are appointed by the Public Service Commission after consultation with the clerk. Many times, the clerk is delegated the power to appoint staff.

The current clerk has served the assembly more than 30 years and is highly respected by all MPs for his nonpartisan service. Before appointment to his position, the deputy clerk served as a public servant for about 15 years. He handles all financial matters relating to the assembly.

The parliamentary staff provide support services to the MPs and parliamentary committees. Their duties include making preparations for sittings and committee meetings, providing members with various documents, keeping financial records, and handling the allowances and benefits provided to the members. Of these staff members, seven assist the clerk with the administrative processing of parliamentary documents, which includes recording minutes, and proofreading, printing and circulating all bills. The extent of their services is examined in section five of this paper.

Currently, six parliamentary staff positions are vacant. In interviews, the clerk noted the urgency in filling these vacancies so that his office may more adequately serve the growing needs of the MPs.

Existing Facilities

The National Assembly meets in a two-story brick building located in the center of Georgetown. Since it was constructed in 1832, the building has accommodated several government ministries, departments and offices. At present, the parliament building houses the National Congress of Local Democratic Organs, the Race Relations Commission, the Public Utilities Commission and the Supreme Court temporary library.

MPs have never had personal offices or mailboxes in the building. In fact, existing facilities for members are minimal. For instance, there are two aging photocopiers (only one of which is capable of handling large jobs) and one facsimile machine for all of the support offices. The clerk and deputy clerk are the only staff who have computers and printers (both are 386 models hooked up to dot matrix printers). For the most part, the parliamentary staff still use typewriters to produce minutes, Order Papers and legislation. Limited knowledge of word processing contributes to the scant use of computers, though some staff have taken courses to increase their skills in this area.

The only office in the parliament building with modern facilities is the Reportorial section. This office, which was recently refurbished, is in charge of transcribing the *Hansards*. It is equipped with four computers and two dot matrix printers. In addition, the equipment is hooked up to surge protectors and computer backup units to protect against damages resulting from frequent power outages. However, the staff indicated that their work is hampered by technical problems with the equipment.

The National Assembly has designated only one room for committee meetings. The committee room, also used as a refreshment area during breaks in sittings, is furnished with a large table that seats about 15 people. Occasionally, the assembly chamber is used for committee meetings.

MPs do not have access to a library containing background or comparative information on issues of national importance. As described in the following section, there are only a few resource materials located in an enclosed loft in the parliament building.

IV. EXISTING DOCUMENTS AND PUBLICATIONS

The parliamentary document loft, which is supposed to serve as a depository facility for all parliamentary materials, government reports and other pertinent publications, is missing important items from its small collection, including several ministry reports and laws of Guyana. Assembly proceedings and debates from the period 1963 to present have not been transcribed into the *Hansard* and are located in another area of the parliament building. Copies of the new publication, *Inside Parliament*, are usually kept in the clerk's personal office. Also, there are virtually no books or periodicals of general interest, and no librarian to catalogue existing resources or update the collection. The following is a list of items stored in this room.³

- Constitution of the Co-operative Republic of Guyana, 1980 revision
(It is not known what or where prior constitutional documents are specifically housed or located.)
- Standing Orders
- Order Papers
- Supplementary Order Papers
- Minutes
- Bills
- Budget Speeches
- Estimates (Fiscal Budget)
- Financial Papers (Supplementary Estimates)
- Notice Papers
- Reports
- Other Documents Laid
- Official Gazettes
- Statements by Ministers
- Replies to Questions
- Laws of Guyana
- *Hansard/Inside Parliament*

Environment

Built to accommodate an expanding collection, the storage room space measures roughly 20 feet by 25 feet. The ceiling is low (6.6 feet) and one end of the room is under 5.5 feet. All wooden shelves and cabinets built into the surrounding walls, and are at full capacity. There are no working desks and chairs for document room patrons. One wooden desk and a few wooden chairs appear to be used by parliamentary staff only.

In addition, the room is not climatically controlled and is always warm (mid-80s) due to its proximity to the roof, which acts as a solar oven for the documents. Present ventilation occurs

³ *A Handbook for Members of the National Assembly*, Frank Narain, October 1992. pp. 41-46.

via window openings, which also allows moisture to enter the premises. Lighting is dim and limited to centrally located sections of the room.

However, the room's most striking feature is the apparent lack of orderliness and cleanliness of all the documents. There is widespread bookworm and water damage to portions of the existing collection. A corner section of the roof suffers from a major leakage problem. As a result, there are *British Hansards* (from the 1800s to the early 1900s) that are so water damaged they are black with mold and cannot be persevered at any price or with any modern technology.

Condition

The bound sets of Government Estimates, from 1953 to present, and the *Guyana Hansard* from Guyana's colonial era to 1962 are in relatively good condition. However, there is limited catalogue management of the aforementioned documents. There are no catalogue publications that list past documents, nor is there any catalogue of the existing collection.

The sergeant-at-arms bears the major responsibility for overseeing parliamentary documents. Despite little formal training in the administration of such material, he has organized the room into sections and locates needed documents principally by memory. This room is not habitually used by anyone other than the Sergeant and his immediate subordinate.

The *Guyana Hansard* can be found in two principal sites within the parliament building. As reported previously, the historical bound volumes are located in the loft document room. A collection of untranscribed notes, dating from 1963 to present, is located in the back room of the Parliament Office's Reportorial Section. It is subdivided along chronological lines and housed in a wall unit similar to a postal office arrangement, small shelf openings containing legal-size documents. Unfortunately, poor storage and the ravages of time has taken their toll on these 30 years worth of parliamentary records, all of which may be lost unless they are cataloged and protected.

Although the *Guyana Hansard* has not been published for several years, a private business was granted a contract by the Parliament Office and has begun producing issues of *Inside Parliament* for the Parliament and public. The only difference between these issues and the traditional *Hansard* is the format. Publishers of *Inside Parliament* (called the "new *Hansard*") claim that its format is more appealing to the younger generation of Guyanese. The publication is available in most major bookstores. The company appears to be under no regulation or contractual mandate to maintain, conserve or index any electronic data tapes or records for future use or parliamentary archival purposes.

According to the clerk, issues of *Inside Parliament* are intermittently collected and stored. Thus, the Parliament Office does not keep under its supervision a complete set of recent *Inside Parliament* issues and may have to search elsewhere should a member request information located in such documents. The lack of a central location for all parliamentary documents and other pertinent government publications impedes efforts of the Parliament Office to deliver

information to MPs.

V. DELIVERY OF INFORMATION

Parliamentary Libraries in the Commonwealth: an Overview

The library is the primary agent for the provision of comparative information to its users on facts, events and the latest results of academic research. The parliamentary library is a special library serving a particular and well-defined clientele that is, Members and their staff. In addition, it usually supports the institution as a whole and sometimes plays a curatorial role with regard to its archives. A library allows an MP to obtain relevant information and use it in plenary debate, committee sessions or in party meetings to articulate his or her vision for a particular policy.

In some of the larger or wealthier countries of the Commonwealth, namely Canada, Great Britain and India, the libraries that have been established for the use of parliamentarians, both at the federal and provincial levels, are well stocked and organized, offering reference and research services. For instance, in Ottawa, Canada the parliamentary library contains a comprehensive collection in which material can be found on almost any topic under debate. The Parliament of India in New Delhi enjoys the best stocked library in the Commonwealth, and has established the world's most extensive bureau for training of parliamentarians. Parliamentary staff of all the state legislatures in India and as well as from other Commonwealth countries are trained here. The House of Commons Library at Westminster in London, England holds an extensive collection and it conducts training for parliamentarians from other Commonwealth countries.

Mid-range parliamentary libraries exist in Africa and some other developing countries where the colonial powers built fairly substantial buildings to house parliamentary offices. The best stocked and arranged of these libraries is probably in Zimbabwe. Other countries such as the United Republic of Tanzania are also trying to improve their collections. The parliamentary library in Tanzania is well stocked, with books on parliamentary procedure, periodicals both of general interest and of special interest to parliamentarians, complete sets of the country's statutes and parliamentary records. Typically, the mid-range libraries have small budgets. Therefore, much of their collection development is through gifts. These libraries emphasize the acquisition and use of local materials -- collections of *Hansards* and of legislation.

The smaller parliamentary libraries, such as those in the Commonwealth Caribbean and the South Sea Islands, usually comprises a few works on parliamentary procedure and the Parliament's own publications. The parliamentary library in the Red House, Port of Spain, Trinidad contains among the largest collection of books in the Commonwealth Caribbean, about 10,000 volumes. Jamaica probably holds the next largest collection, comprising books on parliamentary procedure and periodicals, many of which are gifts from other parliaments and the Commonwealth Parliamentary Association in Britain. In Barbados, the library, like many others in the Caribbean is small and is full of books and magazines.

Most of the parliaments in which these libraries are located cannot boast their own

buildings: in Guyana, Parliament shares its building with departments of government and various statutory organizations; in St. Lucia and Grenada the two houses of Parliament share a single chamber and only occupy part of the building; in St. Vincent, the unicameral chamber shares the Court House building with the judiciary and the Supreme Court Registry; in Bermuda the Parliament and the Supreme Court share a building; and in Trinidad the Parliament and its library are located in Red House, along with other offices, including those of the Attorney General and Minister of Legal Affairs. In Barbados, the Cayman Islands and Jamaica, the parliaments do not share their quarters with other government offices, but this was not always the case.

Staff

Each of the larger libraries maintains staff to match its size and services. The House of Commons library has a staff of about 170, which include economists, statisticians and lawyers. The same is true of Canada where a large research staff respond to specific requests for information by parliamentarians and prepare papers on topics that are likely to be debated. The library in India performs identical services.

However, few of the mid-range and smaller libraries have trained librarians, library assistants, or specialists on the staff. Most are in the hands of untrained clerks or office attendants who are regarded as "good" because they have memorized where documents are shelved. These officers usually report to the clerk of Parliament.

In countries with smaller libraries, it is customary for government ministry staff to perform research for government ministries while opposition parliamentarians are left to fend for themselves. The library in Tanzania is probably atypical as two trained librarians and about two library assistants manage the parliamentary collection. The chief librarian holds a Masters in Library Science and has received training in parliamentary libraries in Canada and Great Britain. Trinidad employs two librarians and two assistants in the parliamentary library. In Barbados, the parliamentary library is staffed by three persons, two of whom are trained library assistants, but none is a qualified librarian. These library assistants report that the most popular requests solicit copies of government departmental reports and previous proceedings of the Houses of Parliament.

Organization of Collections

Most of the larger libraries have developed their own schemes for the organization of the collections. The House of Commons Library uses both the Dewey Decimal System and an in-house classification scheme. In India and Africa there is a fondness for the Dewey Decimal Classification scheme, which is also evident in the parliamentary libraries.

In most Commonwealth Caribbean libraries, the collections are not organized according to any internationally known classification scheme and do not have card catalogues. Book lists of books and card indexes to the *Hansard* are often the only guides to materials in the collections, and the books and other documents are arranged on shelves alphabetically or by type of publication. In Barbados, older parliamentary records are sent to the archives department, which

is housed in a relatively spacious complex. In most other countries in the region, older materials are housed in the parliamentary library, often in the most unsuitable of conditions. This is the case in Guyana.

Services Provided in Guyana

The Parliament Office, under the direction of the clerk, provides support services to the members of the Guyana National Assembly and its select committees. From maintaining the physical structure of the parliament building to overseeing the binding of parliamentary documents, the staff seem to do it all. In many ways, they function as a *de facto* staff for the MPs providing clerical support, gathering information and serving as parliamentary historians.

However, given the clerk's expanding duties, limited technical and professional staff, and fiscal restraints, parliamentary duties may soon overwhelm him and his staff. The clerk's office may have to choose between providing clerical support and operating a documentation depository, which coordinates and oversees the printing of various parliamentary documents; distributes/sells such documents; and maintains an archival record of such documents. Currently, the clerk's office has neither the technical and professional staff nor the fiscal support successfully perform all of these duties.

Providing Information to Parliamentarians

Few mechanisms are in place for providing parliamentarians with information. Currently, MPs request information directly from the clerk. The clerk, who also handles requests from lawyers, judges and university students in addition to his already burdensome workload, relies on the sergeant-at-arms to locate historical documents stored in the loft of the parliament building. Recent legislation and parliamentary reports are often reserved in the clerk's personal office for quick retrieval. There are no procedures, however, for researching detailed background or comparative information.

To acquire information outside the Parliament Office, non-cabinet members must rely on other professional sources or friends. Ministers benefit from information provided by their staff members and advisory groups.

VI. LIBRARIES WITHIN GUYANA

To determine those resources that are available for parliamentarians to research and develop legislation in Guyana, NDI's assessment team collected information on the collections located in the Attorney General's Chambers, the Court of Appeal, the Office of the Director of Public Prosecutions, the Supreme Court Complex, the Bank of Guyana, the CARICOM Documentation Center, the National Archives, the National Library and the University of Guyana

Library.⁴

In general libraries in Guyana are underfunded and understaffed. As a result, cataloging of collections is limited, and acquisitions have been restricted in recent years. Most libraries use the Dewey Decimal system or the U.S. Library of Congress cataloging system. The USAID-sponsored Caribbean Justice Improvement Project is working to enhance the availability of legal reference material in Guyana.

VII. THE PROPOSED LIBRARY

The following recommendations are based on conclusions reached by the international librarians who conducted the assessment mission. These suggestions represent the ideal solutions and are subject to revision and amendment.

Physical Location and Layout

The best location for the library is the western wing, ground floor of the parliamentary building. At present, most of this wing is unoccupied; the remainder houses National Congress of Local Democratic Organ's (NCLDO) offices. It is proposed that the NCLDO be allowed to continue using two of the rooms that it now occupies until an alternative location is found for its operations.

Before housing the library in this part of the building, arrangements must be made to repair the roof and flooring and an architect and/or engineer must certify that the floor can support a load of 180 pounds per square foot. The Fire Service Department should be asked to recommend the appropriate number of powder and water extinguishers to be acquired. Windows should be secured, but with provision that shutters, and probably the windows themselves be able to be opened during blackout periods. Another exit other than the main exit/entrance should be provided for emergencies. An existing exit at the back of the wing should be clearly identified as an emergency exit. In addition, the area to be used for the library should be air-conditioned, electrical outlets placed in all the rooms, with several in the reading room, and adequate lighting provided throughout the premises.

Space is needed for the following: a librarian's office; a workroom in which new and other unprocessed items can be temporarily shelved; an area for shelving pre-1970 items now housed in a loft of the upper floor of the parliament building; an area for shelving new and post-1970 materials; a large reading room; a newsroom for parliamentarians; a book repair room; and two bathrooms.⁵

⁴See appendix 3 for descriptions of each library.

⁵See appendix 4 for measurements.

Governance

Library Committee

While it is anticipated that lawmakers will comprise the primary clientele of the parliamentary library, others, especially University of Guyana students, may seek permission to use it as well. Since decisions regarding any library that may serve a variety of users should not be made by one individual, it is recommended that a library committee be established to oversee the library's direction and render major policy decisions. The committee would comprise members from the parties represented in Parliament, the clerk of Parliament and the librarian.

The library committee would: prepare an annual budget; make recommendations regarding staffing; and establish operating policies to include opening hours, categories of users, maintenance of library facilities and inventory, penalties for breach of regulations, book selection and ordering, and photocopying charges. The clerk of Parliament and the librarian should be *ex-officio* members of the library committee.

Rules and regulations

Every library should establish its own operating rules and regulations. Regulations should be made by the library committee, and should provide hours of operation, procedures for categories of users, loans, general discipline (*e.g.* no smoking, no carrying of large bags in the library) and charges for photocopying services for non-parliamentary members or staff where these are provided. In addition, the regulations could provide penalties for their breach. The regulations should be posted in the library for all patrons to see.

Reference

As a general rule, parliamentary libraries are reference libraries only. Sole copies of many items are consulted by too many, too often to be allowed to be checked out. Even photocopying is prohibitively expensive in a government-funded library operating under financial constraints. However, the librarian should have the discretion to make short-term, overnight loans in very special cases. The guidelines for defining a special case should be determined by the library committee.

Staff

The level of staffing in a library depends on the volume of books, number of users, hours of operation, layout and level of service provided. A minimum of two persons is usually recommended. Most of the parliamentarians interviewed believed that the person in charge of the proposed library should be a trained librarian.

Legislative libraries tend to be labor intensive because of their active role as information centers. Therefore when possible, these types of libraries should be staffed by: a librarian to oversee the library's research assistant with a degree in the social sciences, but who is not

necessarily a qualified librarian; a library assistant; a library attendant; and cleaning staff. In this case, it is recommended that an initial staff consist of five persons, including: a qualified librarian; a library assistant/stenographer clerk; a library attendant; a part-time custodian and a book repair assistant who, initially, could work on a part-time basis. Another research assistant may be subsequently added if the librarian and library assistant cannot handle all the requests for information.

Librarian

The librarian should be an *ex-officio* member of the library committee, and in this capacity would assist in policy making. He/she would make recommendations for book purchases to the library committee through the clerk of Parliament, to whom the librarian should report on a day-to-day basis. The librarian would be responsible for establishing systems for serials control; designing the physical form of the catalogues; subject headings and filing rules; maintaining authority files; classifying and cataloguing new additions; creating policies on binding procedures and the provision of reference services; indexing parliamentary publications; monitoring expenditure; determining guidelines on storing or disposing of records and statistics; and preparing the annual report on the library's activities. Undertaking research for MPs would form an important part of his/her duties.

The librarian should possess a recognized qualification in librarianship such as the Bachelor in Library Science (BLS), the Associateship of the Library Association of Great Britain or a diploma in Librarianship. He/she should have at least three years experience working in a library, preferably in the reference division and under the supervision of a qualified and experienced librarian.

In choosing the chief librarian, due consideration must be given to those personal qualities beyond professional fitness as well. The ideal person should not only possess the necessary academic qualifications, he/she should be pro-active, energetic, flexible, resourceful, and exhibit a great deal of initiative when seeking to answer patron inquiries. Knowledge of computer applications in libraries would be an asset.

Library assistant

The library assistant's duties would include: assisting visitors; typing correspondence and catalogue cards; undertaking simple, descriptive cataloguing; filing and affixing book pockets and labels; listing books and incoming serials; and distributing mail.

The library assistant should possess a minimum of 3 Caribbean Examination Certificates (CXC), including English language, and should be able to type or wordprocess, be familiar with spreadsheets, perform simple accounts and ensure the maintenance of accurate records. In addition, he/she should be willing to learn how to operate any equipment acquired for the library.

Library attendant

The main duties of the library attendant are re-shelving books and staffing the desk at the entrance to ensure that only legitimate patrons enter and that departing clientele are not leaving the premises with unauthorized material. The library attendant should possess an aptitude for operating equipment, and should be prepared to learn to handle any equipment acquired for the library. The library attendant's qualifications should be the same as those of an office assistant within the Guyana public service -- a primary school diploma.

Part-time custodian

Often libraries neglect conventional maintenance chores, such as cleaning and dusting. A part-time cleaner should be provided to regularly clean library floors, bathrooms and offices, and dust the books. This person could be someone already on the parliament building's staff who is assigned to assist in the library for a few hours each day. The part-time maid could also run errands for the library.

Book repair assistant

A book repair assistant could bind volumes of the laws of Guyana, *Hansards*, other parliamentary records and pamphlet material for the library and undertake book repairs. The qualifications for this position parallel those for the library attendant, but would also include training in binding and book repairs.

Staff Selection and Training

In Guyana, the low salaries accorded government workers often propel qualified personnel to seek jobs in the local private sector, thus depriving government of a skilled pool of human resources. While not a condition peculiar to Guyana, it is a particularly serious problem here. At present, the Parliament Office has a staff of 32, although positions are available for 38. Some of the clerk's staff may be interested in working in the proposed parliamentary library, but they would require training. Both the library assistant and library attendant could be recruited from this source and trained locally. In the event that existing staff are uninterested in working in the proposed library, the posts, when confirmed, should be advertised.

If no suitable candidates apply for the positions, a likely event given the shortage of trained librarians in the country, consideration should be given to recruiting a person qualified to enter a library school, and to providing financial assistance for training him/her as a librarian. The BLS or MLS courses offered at the Mona Campus of the University of the West Indies, Jamaica offer the most economical route to obtaining library qualifications. Courses are also offered at a number of library schools in Canada, Great Britain and the United States.

The government of Guyana may find that it is not in the position to hire a qualified librarian and otherwise fund the position of librarian immediately or obtain assistance in finding a

trained librarian from overseas. In such a case, the government should consider hiring a Guyanese who would easily qualify as a library assistant, paying that person comparable to one of the higher salaries provided within the Parliament Office. While this would provide a short-term solution, the long-term objective should be to provide training in librarianship at an overseas institution for the incumbent.

The Collection

Recommended stock

Staff and collection form the foundation of a library. The collection of a parliamentary library should mirror the information needs of legislators, and must be organized in such a manner that relevant materials are available to readily respond to parliamentary inquiries.

The five primary categories of materials that must be represented are: parliamentary documents, official publications, reference books, current affairs material and general books on subjects germane to the legislature's statutory responsibilities.

Parliamentary documents

Parliamentary documents are generated by the Parliament of Guyana itself, including: rules of procedure and conduct of business; the record of the proceedings of debates or *Hansards*; copies of questions addressed to Ministers that are "taken as read" on the floor and may not appear in the printed records of debates; booklets about the structure, operations and facilities of the legislature; a directory of members (currently unavailable); and copies of any reports laid in the National Assembly.

Larger parliamentary libraries customarily acquire the records of other parliaments on an exchange basis. However, these collections grow rapidly and often take up more space than is justified by their utility to the library. Newton recommends that the parliamentary library concentrate initially on assembling its own materials and later the library committee can decide whether or not to acquire records of other selected parliaments.

Official publications

When considering the collection of official documents, priority should be given to assembling a complete set of the country's laws -- both acts and subsidiary legislation, and copies of the *Official Gazette* of Guyana. The legislation should be collected and bound into annual volumes, affixed with typed tables of content.

On a selective basis, the legislation of Commonwealth countries, especially Great Britain and the Caribbean may be acquired. For Caribbean legislation, it may be easier, and more economical in terms of space, to purchase indexes to laws, which are published annually by the Faculty of Law Library in Barbados rather than to try to acquire the revised laws and updates. Once indexes are held, it is easy to obtain information on legislation passed. Copies can then be

acquired, possibly from the CARICOM Documentation Center or from the Faculty of Law Library.

Reference books

Members of Parliament require accurate, relevant and timely data; outdated sources are useless. Thus, it is of critical importance that the reference collection be comprehensively and systematically updated. It should include encyclopedias, dictionaries, parliamentary handbooks, and procedural manuals as well as other sorts of handbooks and manuals, directories, yearbooks and almanacs, indexes and catalogues, statistical compilations, legal source materials, biographical works, quotation source books, standard bibliographies, atlases and travel guides.⁶

Current affairs materials

In order to legislate, members must stay abreast of the latest national and world news. Consequently, current affairs material is among the most popular reference material sought by MPs. Parliamentarians usually find national and regional newspapers, local magazines and professional journals, news digests and law reviews particularly informative. To the extent permitted by budgetary constraints, legislative libraries should subscribe to foreign newspapers and journals. However, these are expensive options, and consideration should be given to exploring resources available on the Internet. It is hoped the establishment of a parliamentary library will coincide with access to Internet, thus opening for the librarian a wealth of resource and reference material to provide library patrons.

General books

Books, though less topical than materials identified above, should form an integral part of a basic collection in a parliamentary library. Books on parliamentary procedure, national and world history, law and constitutions, economic and social development and political science, foreign affairs and international trade should be collected in a fairly comprehensive way. The library should also try to provide complementary reading for Members of Parliament. Current periodicals and newspapers could be displayed.

Commentary on Collection Establishment

One of the greatest challenges facing the librarian organizing the collection will be acquiring, assembling, listing and binding the volumes of laws that constitute the country's entire statute book. Collecting published annual departmental reports will also pose a challenge, and may necessitate researching government departments and the holdings of several libraries to obtain a complete record.

In light of frequent electrical black-outs in Guyana, purchasing materials in audiovisual

⁶ See appendix 5 for a list of recommended reference books.

format is not recommended at this stage, but as a long-term objective the library must consider maintaining parliamentary records *i.e.*, the *Hansards* in non-print format for archival purpose. Should the Archives Department obtain financial assistance for microfilming some of its collection, older volumes of *Hansards* will be included. In relation to current volumes of *Hansards*, copies of the diskettes used to produce the printed copies could be stored in the library.

Classification and Cataloguing

Most libraries classify their non-fiction collection by subject using several well-known classification schemes. The National Library of Guyana, like many public libraries in the Commonwealth, use the Dewey decimal classification system, which is a general categorization design covering the whole field of knowledge. The libraries at the University of Guyana and the Bank of Guyana use the Library of Congress classification scheme, which is also a general system that is more flexible than Dewey. It is also used in more academic libraries than Dewey. No special scheme has been developed for parliamentary libraries; most of these libraries employ designs devised by their staff, or use these arrangements along with one of the international system such as Dewey or Library of Congress. The assessment team recommends that the parliamentary library use the more flexible Library of Congress scheme. This method is initially expensive, but is relatively easy to use, and need not be replaced annually.

Catalogues and indexes are records created by librarians to enable readers to survey the library's resources and to locate the information needed. Classification, described above, ensures that books on the same subject are shelved together for easy access. Cataloguing provides information on important attributes of the book such as its author, title, edition, date of publication, whether it is part of a series, number of pages, etc. The "call number" of a book, which is determined by the classification scheme, usually forms part of the data found in a catalogue entry. Very small libraries often use a catalogue in book form for space reasons, but a book catalogue presents serious drawbacks in that it is difficult to estimate the amount of space that will be needed between each book entry for new volumes on the same subject. Card catalogues are much better than book format in that they are easily expanded, and the information can be typed and neatly presented.

Normally, the catalogue in a library comprises two parts -- author/title and subject. Without a comprehensive catalogue, a large portion of the information contained in the collection is lost because its existence is unknown. Library staff will not always remember whether a library has a certain book, and they will definitely not recall all of the topics contained in that book unless it has been catalogued and classified.

Alternatively, a decision may be made to choose a computerized retrieval system such as Micro ISIS software for cataloguing materials. In this case, the staff or users familiar with the program can search the library's collection through a database. In a country with frequent power outages, a card catalogue is also maintained, even if items are available on an on-line database. The CARICOM Documentation Center can provide the pros and cons of establishing an on-line catalogue using Micro ISIS, or a manual system within the Guyana context.

Records and Procedures

Advice on records and procedures is available in standard books on librarianship, and include establishing a visible index to record serials, and keeping accounting records, order records, cataloguing statistics, user statistics and inter-library loan records. The accounting records are of particular importance, because the library often has to comply with the guidelines stipulated by its parent institution, and those of the companies from which it purchases materials. The preparation of a library procedures manual should be among the library's first orders of business followed by an orientation for new staff members. Training could be conducted by the Guyana Library Association or a Caribbean library institution.

Equipment

Recommended equipment includes a typewriter, computer, printer and other items needed for the efficient functioning of the library. A manual typewriter is an absolute necessity in a country that experiences frequent power outages and it performs many tasks that a computer cannot accomplish. However, it is strongly recommended that the library obtain at least one computer, high-grade printer and a protective virus software package. Laptop computers (also known as "notebooks") should not be considered; they are not as durable as desktop computers and they are too easily "misplaced."

A photocopier would also be a valuable addition to the library and could generate enough income to pay for its maintenance. Of course, procedures would have to be established to ensure the proper accounting of copying jobs. Copying should be authorized by a designated officer, and should be initialed by the staff member who requests it. However, before purchasing any library equipment the library must evaluate its reliability and level of difficulty to operate. In addition, local technical support and a maintenance contract should be in place.

Environmental concerns play a major part in equipment purchase deliberations. Electronic equipment (*e.g.*, personal computers, photocopiers, printers) function excellently for extended periods in a reasonable and constant environment. Thus, any wide fluctuations in temperature, relative humidity and sunlight can greatly compromise the reliability such equipment. Air conditioners or air fans can improve the existing conditions. Also, in order to protect equipment against damages caused by power outages, consideration should be given to purchasing items such as surge protectors, stabilizers and uninterrupted power supply (UPS) units, and investigating insurance coverage.

Equipment manuals should be placed in one central location and loan cards completed for anyone removing the manuals. Also, anyone receiving official or professional advice regarding equipment should be encouraged to type a simple summary of learned key facts to share with management and fellow staff.

Future resources to be considered include: a computer network, commercial databases, Internet access, regional (West Indies) library/information networking, facsimile machines with

international lines and electronic modems.⁷

Supplies and Furniture

The recommended supplies are basic to daily operations of a small library. Furniture includes chairs, desks and tables for readers and staff, catalogue cabinets and filing cabinets.⁸

Budget Requirements

Budget components comprise the costs of acquiring and binding local parliamentary and other documents, and purchasing books from overseas, office supplies, equipment and furniture, to which should be added 25 percent for inflation, postage and other contingencies.

⁷ See appendix 6 for a list of recommended equipment.

⁸ See appendices 7 and 8 for lists of recommended supplies and furniture.

**Estimated Costs for Proposed Parliamentary Library
Collection and Equipment -- Year One**

Items	Guyanese dollars	US dollars
Books	2,800,000	20,000
Shipping and handling	420,000	3,000
Photocopying and binding	560,000	4,000
Subscriptions and memberships	196,000	1,400
Library supplies	490,000	3,500
Equipment:		
2 Desktop computers	560,000	4,000
1 LaserJet printer	70,000	500
1 Fax machine	28,000	200
1 Photocopier	168,000	1,200
1 Typewriter	14,000	100
4 Airconditioning units	350,000	2,500
8 Standing fans	44,800	320
4 5000VA stabilizers	159,600	1,140
1 600VA-900VA stabilizer	23,100	165
1 350VA stabilizer	14,000	100
1 UPS unit (650 watts)	70,000	500
1 Generator (5500 watts)	420,000	3,000
Equipment supplies	84,000	600
Furniture	560,000	4,000
Shelving	420,000	3,000
APPROXIMATE COST	7,451,500	53,225

Add 25% for price increases: $6,288,465 \times 0,25 = 1,572,116$ Guyanese dollars (US\$10,995)

The exchange rate used is US\$1 = G\$140

For more information and breakdown of the figures see appendices 5-8.

VIII. SERVICES TO BE PROVIDED

Potential services are contingent upon decisions made by the parliamentary library committee and can be updated and changed as new policies emerge. However, for illustrative purposes parliamentary libraries typically:

- hire full-time professional librarian, whose hours may extend during those of Parliament's sessions;
- acquire the necessary information, in any available format, to respond to any member's reasonable request in a timely, confidential and unbiased professional manner;
- provide custom indexes, guides, general loan procedures and photo-copying services and coordinate activities in order to retrieve necessary information from other library collections in a confidential and timely manner;
- distribute to all members timely background information (pro and con) on topics of major importance to the Guyana Parliament including pending legislation; and
- solicit and arrange topical seminars for Members.

IX. SUSTAINABILITY

In most developing countries, lack of funds to upgrade and hire personnel to adequately manage library collections not only impede growth but have jeopardized existing stock and facilities. Sustaining a parliamentary library in Guyana poses a major challenge. This report cannot and does not dictate policy, but instead lays out typical requirements for support of a library.

Government Responsibility

Future financial support is vital to the success of the parliamentary library, but a commitment to such support has not been expressed by any high ranking official during this assessment exercise. The primary responsibility for ensuring that Members of Parliament are kept informed so that they can make meaningful contributions to discussion of national issues rests on the shoulders of the government. Also, government departments often receive information from funding agencies, and whenever possible any news of relevance to the parliamentary library should be channeled there.

Management

As the chief policymaking organ, the recommended library committee should be established at an early stage. However, the librarian, in consultation with and direction from the clerk of the National Assembly should administer day-to-day management. The clerk, who

prepares the budget for his entire division, must be kept apprised of library operations as he make a better case for the library's needs if he is familiar with them.

Acquisition Policies

Priority must be provided to acquiring and maintaining the most up-to-date local materials, especially parliamentary records and legislation, and any other frequently consulted information. Other serial publications could be updated on a rotating basis. In addition, the library should develop a policy for acquisition of as much material as possible by gift donations. Thus, if the library committee determines that the laws of other Commonwealth Caribbean countries should be acquired, the librarian should first try to obtain them as gifts, since these revised editions of laws tend to be expensive. The same procedure should be followed for the publications of other parliaments and international institutions.

In general, treatises and textbooks are not likely to be as costly as periodicals. Also, the library should avoid purchasing looseleaf books, as well as every new edition of a title held unless it is a heavily used work. Traditionally, parliamentarians have tended to consult current awareness tools such as journals more frequently than books. If the library holds a good collection from which users can obtain basic information on issues, that is usually a very good start.

Maintenance of Equipment

As was previously stated a library procedures manual should be created. This manual could include information on the operation and upkeep of the library, related machines and technical systems. The librarian or clerk of the Assembly should annually review the manual for its relevance *vis-a-vis* any new procedures or equipment.

Existing janitorial staff should be tasked with the daily responsibility for removing all waste products in trash receptacles, which helps minimize potential pest problems. Office furniture and equipment should be dusted at least twice weekly, and all floors cleaned and mopped weekly. Finally, plastic covers should be purchased to drape all electronic equipment when not in operation.

Staff Training and Incentives

Continuous staff training and incentives are extremely important to the reference component of a library. The librarian could visit other parliamentary libraries in order to observe procedures, take courses relevant to this field, join professional associations and subscribe to at least one professional journal. In addition he/she should try to attend workshops and conferences of relevance to this job, and courses hosted by the Guyana Library Association, especially those pertaining to computerized data sorting and retrieval.

The course for library assistants offered at the University of the West Indies in Barbados could be very useful to staff in this position. Apart from that course, the librarian should be

encouraged to teach the library assistant to use reference tools and to consult other libraries on behalf of parliamentary library users. The librarian should also encourage the library assistant to join the Guyana Library Association.

The group of qualified librarians in Guyana is small, but according to information received, the government is not sponsoring any students to learn library science at this time. Librarians employed in the private sector and in statutory corporations are apparently reasonably well paid, which is not the case in government service, and as a result, government librarians leave for better compensation whenever the opportunity arises. Consideration should be given to increasing salaries of librarians comparable to those paid at the Bank of Guyana, and providing librarians with book grants and larger housing, traveling and telephone allowances.

Cooperation with Other Libraries

The librarian should establish regular contact with librarians affiliated with other parliamentary libraries for the purpose of exchanging information and learning of initiatives that might be useful to the Guyana Parliament. He/she should also maintain close relations with other librarians in the country in order to benefit from staff training exercises, the exchange of data and sharing of information on new technology.

International Cooperation

In April 1995, there were 178 parliaments in the world's sovereign states. During the last 20 years or so, the International Federation of Library Associations has developed a section dealing with parliamentary libraries. Other organizations have also developed links to legislatures, enabling their staff to check developments in many parliamentary libraries. The largest of these organizations is the Information Center of the Inter-Parliamentary Union of Geneva. It holds a library of comparative information on legislatures and conducts technical programs for legislative library staff. The Association of Parliamentary Libraries in Australia links libraries in Australia, New Zealand and Papua New Guinea. In Canada, the Association of Parliamentary libraries was formed in 1975. The parliamentary library could develop linkages to those associations as appropriate.

X. CONCLUSIONS

Members of Parliament face many challenges in carrying out their duties. The lack of adequate staff, equipment and a central research facility make it difficult to obtain background information before important debates or committee meetings. To begin addressing these obstacles, MPs and parliamentary staff identified the establishment of a parliamentary library to enhance the availability of information resources in Guyana.

A parliamentary library principally provides information to individual MPs parliamentary committees and the public. Given the National Assembly's current staff and resource limitations, however, NDI recommends that the parliamentary library initially serve as a reference facility that

provides priority treatment to MPs, committees and Parliament Office staff. Services to the public can be considered at a later date. An overall vision and direction plan for the library should be developed by a library committee.

The recommendations in this report include both short- and long-term possibilities, as well as suggestions for specific support to the National Assembly. While NDI is prepared to assist in the implementation of the following suggestions, the Institute recommends that measures be taken to hire a professional librarian and organize the documents currently available in the parliament building. Hiring a permanent librarian at the beginning of this process will lay the groundwork for establishing a formal management system of existing documents, therefore expediting the orderly transfer of these documents once the new facility is completed. In addition, the creation of a computer inventory of existing documents help identify damaged and duplicated documents, which can be discarded or repaired, leaving more room for new items.

The following recommendations fall into three categories: organizational structure, resources and sustainability. These recommendations are presented as a guideline for the establishment and continued development of the parliamentary library. NDI is prepared to continue working with the National Assembly and the staff of the Parliament Office to refine and implement these program as they deem appropriate.

1) Organizational Structure

Serving the research needs of all MPs and committees

The parliamentary library should serve the research needs of all MPs and select committees by responding to any member's reasonable request in a timely, confidential and unbiased manner, and by disseminating timely background information on topics of major importance to all the members of the National Assembly. The parliamentary library must have the capability to quickly respond to research requests from MPs and parliamentary committees. To accomplish these goals, a management system should be established for prioritizing and processing research requests. Also, it is important that the parliamentary library staff be kept informed about the ongoing activities of Parliament and individual MPs in order to anticipate their research needs. Examples of research activities include: researching studies and reports, assisting with parliamentary questions and reviewing existing or proposed laws.

Operating the Parliamentary Library

Before the parliamentary library can begin offering services to Parliament, key staff positions need to be filled. A trained librarian is essential in implementing and developing a vision for the parliamentary library, and should be hired as soon as possible. Positions for an assistant/clerk, an attendant, a part-time maintenance and a book repair assistant should also be created and filled.

A library committee should be formed to develop a flexible collection and operation policy; prepare an annual budget; and make recommendations relating to staffing, operation and

acquisitions. Other issues to address include clearly identifying the clientele to be allowed access to the resources, guaranteeing nonpartisan research by library staff members, establishing a policy on prioritizing research requests and assignments, and developing a procedures manual.

2) Resources

Collecting Material Resources

The parliamentary library could comprise five primary categories of materials, including parliamentary documents, official publications, reference books, current affairs journals and general books on subjects germane to the National Assembly's statutory responsibilities. Where possible, indexes could be obtained in order to conserve space. NDI recommends that a directory of members, which could contain brief biographies, be added to this collection.

In consultation with the recommended collection list, NDI will assist in the acquisition and delivery of the necessary information resources needed for the parliamentary library, the accumulation of which will be contingent upon the availability of a proper temporary storage area. Also, NDI will work with other nongovernmental organizations, international agencies and local businesses to identify additional financial resources for reference material, equipment and training of library staff.

Equipment

The parliamentary library staff should be equipped with computers and high-grade printers to allow for the quick retrieval of on-line information. Placing information on-line, rather than using paper resources has several key advantages. Long-term storage of resource material is cheaper and requires less physical space. Additionally, there is a wealth of on-line information available to parliamentarians through the Internet. Should Guyana be linked to the Internet in the future, NDI recommends that computers be available for research by MPs and committee members.

The library should also be equipped with a photocopier since its material will likely be limited to reference purposes. The photocopier could generate enough income from non-parliamentary patrons to pay for its maintenance. However, before purchasing any library equipment, evaluations on its reliability and available local technical support should be reviewed.

3) Sustainability

Establishing cooperative links

Cooperative links could be established with librarians working in other parliamentary libraries as well as with the three government depositories in Guyana: the Archives, the National Library and the University of Guyana. The librarian and assistant could become members of the Guyana Library Association and other professional library organizations. These memberships help enhance training opportunities, exchange data and share information on new technologies.

NDI will facilitate contact between the National Assembly and the Inter-Parliamentary Union, the Commonwealth Parliamentary Association, the U.S. Library of Congress and other pertinent institutions.

Continuing education

At the appropriate time, NDI will work with professional librarians to sponsor a workshop to acquaint the Members of Parliament and parliamentary staff with new available resources and ways in which such information can be of assistance to them. In addition, NDI will assist in sponsoring sessions for librarians in Georgetown regarding the possibilities of information exchange.

Developing a timeline

Since extensive infrastructure and training is involved in making the parliamentary library operational, it is imperative that activities be planned and coordinated. NDI recommends that the senior staff members of the Office of Parliament and NDI participate in a joint planning session to discuss a timetable for implementation as soon as possible since government funding for construction expires in December, 1996.

XI. NDI'S ROLE

As part of its overall program to help the National Assembly strengthen and professionalize its operations, and as requested by the speaker and the clerk, NDI is committed to the establishment of a functioning parliamentary library and will work with the clerk of the National Assembly to develop a detailed timeline for implementation.

NDI recognizes the financial constraints that confront the government of Guyana. As such, NDI will assist in the acquisition and delivery of the necessary information resources needed for the parliamentary library, using the recommended collection list as reference. However, this will be contingent upon the availability of a proper temporary storage area. Also, NDI will work with other nongovernmental and international organizations to obtain additional resources for other reference materials, equipment and training of the library staff.

Following the completion of renovations, NDI will work with professional librarians to sponsor a one-day workshop to acquaint the Members of Parliament and parliamentary staff with the resources available to them and ways in which such information can be of assistance to them. In addition, NDI will assist in sponsoring sessions for librarians in Georgetown regarding the possibilities of information exchange. Finally, NDI will facilitate contact between the Guyana National Assembly, the Inter-Parliamentary Union, the Commonwealth Parliamentary Association and the U.S. Library of Congress.

APPENDIX 1

NDI ADVISOR BIOGRAPHIES

J. Michael Anderson is a Senior Research Librarian at the United States Library of Congress. In this position, Anderson serves as division specialist in the area of the federal budget and budget process. Recently, Anderson participated in the Library of Congress Frost Task Force/USIA project working with the Egyptian parliamentary library. After a thorough assessment of the Egyptian parliamentary library's core collection and facilities, Anderson presented a detailed library development report to the Egyptian Parliament and library staff. Anderson also has participated in a service-wide evaluation of the abilities of the United States Library of Congress to handle congressional budget and appropriation committees requests and to recommend improvements in services. During the last 16 years, Anderson has authored and co-authored numerous of United States Library of Congress Reports. Anderson earned a Masters degree in Library Science from Atlanta University and a Bachelor of Arts from the University of California.

Velma Newton is a law librarian at the Faculty of Law Library at the University of the West Indies, Barbados. She has been a consultant for the Office of the Attorney General of the Bahamas and a law library consultant for the World Bank in Uganda and Tanzania since 1993. Newton has published a number of monographs and articles in the areas of Commonwealth and Caribbean law, tax law, social security law and Caribbean library research practices. Newton has also been the editor of the *Commonwealth Caribbean Commercial Law Reports* 1991-1993, the *Caribbean Law and Business* 1989-1993 and a library consultant for Grenada, St. Vincent and the Grenadines law library development component of the Caribbean Justice Improvement Project. Her awards include the Silver Crown of Merit from Barbados and the Senior Fulbright Award from Harvard University, United States. Newton has earned a Legal education certificate, an A.L.A. from the Library Association of Great Britain and a Master of Arts and Bachelor degree from the University of the West Indies.

APPENDIX 2

NDI INVOLVEMENT

NDI representatives first visited Guyana in October 1990 to explore whether there would be an interest on the part of Guyanese in having NDI work in Guyana. In May 1991, NDI organized a symposium entitled "Enhancing Confidence in the Election Process" in order to facilitate discussion about ways in which civic organizations and political parties could strengthen the prospects for genuine and transparent elections and healthy citizen participation in the political process.

In June 1991, NDI began providing technical and financial assistance to the Electoral Assistance Bureau; conducted nationwide voter education campaign and made an effort to verify the accuracy of the preliminary voter list by a door-to-door check. The EAB conducted a civic education campaign through radio, television and hand bills explaining to the general populace the safeguards being implemented to ensure fair elections, as well as the importance of and procedure for registering to vote before the 1992 elections.

In January 1994, the EAB requested assistance from NDI to develop a program for the local elections. NDI helped the EAB to conduct Guyana's first national election monitoring effort and implement a much-needed voter education program.

After the local elections, NDI representatives presented information regarding citizen participation during a series of day-long orientation seminars for the newly elected councilors. The seminars were developed and sponsored by officials from the Ministry of Public Works, Communication and Regional Development and included independent Guyanese experts as well as NDI.

Following the seminars, NDI representatives conducted interviews with a wide spectrum of political party leaders, government officials and civic activists to determine the content of the second phase of the program. Many Guyanese indicated an interest in a nationwide local government summit for the local councilors to address major issues such as the management of scarce resources and effective democratic governance.

In August 1995, NDI sponsored a nationwide local government conference entitled "Serving the People-Making Democracy Work at Home" at which local councilors from around the country participated in workshops on communication, meeting management, community development, citizen participation and ethics.

In October, NDI embarked on a multi-faceted program to respond to Guyanese initiatives to strengthen democratic institutions in Guyana. In addition to establishing an office in Georgetown, Guyana, NDI has proceeded to work primarily on issues related to the legislature and elections processes. Members of Parliament, the speaker and the clerk of the National Assembly identified the establishment of a parliamentary library as an appropriate first step to enhancing the research capabilities and efficiency of the Guyana National Assembly.

APPENDIX 3

LIBRARIES IN GUYANA

Other libraries in Guyana might be of use to assist parliamentarians by providing them with access to current awareness documentation and background materials that could be consulted when specific matters are being debated in the National Assembly.

The libraries examined, or of which the assessment team had prior information, were those located in the Attorney General's Chambers, the Court of Appeal, the Office of the Director of Public Prosecutions, the Supreme Court Complex, the Bank of Guyana, the CARICOM Documentation Center, the National Archives, the National Library and the University of Guyana Library.

The Attorney General's Library

This library is on the ground floor of the Attorney General's Chambers located at Carmichael Street, approximately one mile from the parliament building. The library is in a spacious, airy room, which houses a book collection of approximately 10,000 volumes. It has a staff of two library assistants.

It contains sets of the *Laws of Guyana* from the late nineteenth century and of the *Guyana Law Reports* from 1882 to 1971, many of the standard Commonwealth law report series, form books, encyclopedias, digests, practitioners' texts, and treatises used in common law jurisdictions. The collection of textbooks and treatises is particularly strong in the areas of commercial, criminal and constitutional law, taxation, and parliamentary procedure. Most of the collection has not been updated since the late 1980s, and is therefore of limited use for the researcher interested in recent law developments.

In terms of access to the collection, there is no public catalogue, but the library assistant has recorded titles of books and law reports on cards which are kept in the office. The information is not recorded in standard format and is incomplete. However, the library assistant has attempted to arrange the books in subject groupings and knows where the groups are shelved and which volumes are missing. Unfortunately, problems occur because users have to depend on the personal knowledge of an individual and not on an independent system which anyone seeking information may use in the individual's absence. Persons not employed in the Attorney-General's Chambers need permission to use the library; this is usually obtained from the permanent secretary.

The Court of Appeal Library

This library is located on the second floor of the Court of Appeal building in a room measuring about 20 feet by 30 feet. It contains partial sets of the major English law report series and encyclopedias, *Halsbury's Laws* (3rd and 4th editions), *the Digest*, *the Dominion Law Reports* (1923-82), and volumes of the *West Indian Reports*. In addition, series of law reports are

housed in the offices of the Chancellor and the Justices of Appeal. The collection is not catalogued, and the main users are the judiciary, members of the Bar who are preparing for appeals, and students of the University of Guyana.

The Court of Appeal's budget for library purposes is very small, and as a result, it is difficult to keep the general collection current. The situation is compounded by the effort to duplicate collections for the various judges. The library is in the care of an untrained library assistant who works part-time in this library and also acts as the Library-Assistant-in-Charge of the Supreme Court Library, which is about one mile away.

Director of Public Prosecutions Office Library

This is a small collection of a few hundred volumes of law reports and treatises primarily concerning criminal law. As with other collections, shortage of funds has meant that less purchasing has recently taken place than the staff would like. However, prosecutors appearing in the Magistrates' Courts and in the High Court downtown should be able to consult the Supreme Court Library for more up-to-date materials, especially since its full refurbishing under the U.S. Agency for International Development Guyana Justice Improvement Project.

The Supreme Court Library

The permanent home of the Supreme Court Library is a stone building in the yard of the Victoria Law Courts complex currently under repair. The law reports include the *All England Reports* (1558-1989), the *Law Report Series* (1865-1983), the *Current Law Yearbook* (1947-1992) and the *English and Empire Digest*. Most of the collection is in poor condition. In 1994 a collection of law reports, encyclopedias and treatises was donated to the library by the University of the West Indies and the U.S.A.I.D. Caribbean Justice Improvement Project. These have been placed in temporary quarters in the parliament building awaiting the completion of repairs to the Supreme Court Library. After repairs, the original collection will be weeded of worm-eaten materials and the two collections will be amalgamated.

The main users of the Supreme Court Library, both the original and new collections, are High Court judges, members of the Bar and law students from the University of Guyana.

Bank of Guyana Library

This collection of approximately 9,000 volumes of books, periodicals and reports is a division of the Research Department of the Bank of Guyana. At present, the library subscribes to about 200 periodical titles and obtains another 150 as gifts, mainly from the International Monetary Fund and the World Bank. The collection comprises trade and economic literature, particularly of Guyana, reports from international financial institutions and development agencies, statistical information and general reports on a variety of subjects with which a Central bank interfacing with a national government has to deal on a regular basis.

The collection is catalogued according to author, title and subject headings. The

collection is classified according to the United States Library of Congress Classification Scheme. Plans are being made to create a computerized catalogue using Micro ISIS, a software bibliographic program widely used in the Caribbean, developed and distributed by the United Nations Educational, Scientific and Cultural Organization (UNESCO). To keep users apprised of new acquisitions, new book announcements and a list of new titles added to the collection are circulated to officers of the bank.

The library has a staff of eight people, two of whom are trained librarians. It was mentioned that the library would lend items on an interlibrary loan system within Guyana, and would also allow a limited amount of researchers to consult its collection.

CARICOM Documentation Center

The Caribbean Community (CARICOM) Documentation Center, formerly the CARICOM Library, was established in 1973 to acquire and make available information to support the work of the Secretariat. The center's program also includes the development of activities to further regional cooperation, information and documentation matters, and has responsibility for the operation of the regional agency for the International Standard Book Number System (ISBN). The library is staffed by seven people, two of whom are librarians.

The collection comprises the official documents of the Caribbean Community and other international organizations, such as the United Nations, and its specialized agencies including UNCTAD, ECLAC, GATT, UNIDO and UNESCO. The documents are: books, pamphlets, serials, titles on microfilm and fiche, audio and video tapes and slides. The collection totals about 49,000 titles. Most of the literature is socio-economic, but also contains limited collections of legal and other materials. Funds are being sought to upgrade the legal collection to better serve the needs of the General Counsel's Division.

In 1988, The CARICOM Documentation Center was one of the first libraries in the Commonwealth Caribbean to establish a bibliographic database (CARSEA). By 1991 three local area networks were fully operational in all three locations occupied by the Secretariat. Most of the databases developed by the Documentation Center are on the network. Information on all items acquired before 1988 is contained in a card catalogue system; post-1988 acquisitions may be obtained on-line. A computerized system for ordering books and periodicals has also been established.

The Documentation Center produces a publication detailing recently received items, including book titles, and the titles and subjects of articles published in journals. The collection is classified according to the OCS Macrothesaurus for Information Processing in the Field of Economic and Social Development, a scheme developed primarily for documentation in the social sciences. The Center is used by CARICOM officers and others who have obtained permission from the librarian-in-charge.

The National Archives

The National Archives of Guyana was established by the *National Archives Act* of 1982. It currently operates from two locations. The headquarters, located on Main Street, houses records of colonial administrations (both Dutch and English), post-independence government departments and private individuals and groups. Records date back to the 1780s. The newspaper collection, which is housed in another building, dates to 1803. Plans are being made to record newspapers on microfilm, which is an important project, since the Archives has no equipment, materials or expertise in preservation of historical materials.

There is no provision for automatic transfer of materials beyond a specified period from government departments to the Archives, and therefore, the Archivist accepts what is brought to him. The Archives as a rule does not purchase books. As a national depository, it should receive a copy of each title published in Guyana. It receives some items, but not all, because the legislation provides for collection of these titles by the depository libraries. However, many items are not acquired because of simple transportation problems or the lack of awareness of new publications.

The Archives is under the jurisdiction of the Ministry of Education and Cultural Development, and has an annual budget of G\$960,000. The small staff is headed by a University of the West Indies trained librarian who moved to the position of Archivist in 1993 after undergoing a three week course at the Modern Archives Institute in Washington. This is the only training in archives management to which he has been exposed.

The staff, which have been trained in-house, have compiled a list of documents held, and has computer assistance, donated by the Organization of American States a few months ago, for its cataloguing work. Recently, the Department purchased a copy of GENCAT, a database management programme for Archives, which it will soon begin using.

Climatic and environmental control of the rarest national items do not exist. In addition, about one-third of the items have not been cleaned or stored in an orderly fashion. Many documents are riddled with mold and bookworms. These publications are self-destructing due to a harsh environment and the acidity of the paper and bindings. The Department urgently needs a vacuum cleaner, and office attendants who can clean the documents without damaging them. None of the staff have the necessary training in handling archival material. If the archivist was trained to care for archival materials in a tropical environment at an institution like the Archives Departments in Barbados or Jamaica, he would be better able to direct his staff and care for the materials.

At present, the Archives collection is consulted by about 30 people a month ranging from officers employed by the government to students, historians and others conducting personal, often genealogical research.

The National Library

The National Library of Guyana is located in central Georgetown. It is the headquarters of a system of four urban branch libraries, and 16 rural centers. The branch libraries, like the main library in Georgetown, are open six days a week, while the centers are open three days.

The National Library, like the Archives Department and the University of Guyana Library, is a national legal depository, and under the 1972 legislation referred to earlier, should receive copies of books published in the country. But, like the Archives, it experiences some difficulty collecting items, because the legislation charges the depository with the collection of published material. The National Library is required to pay for the *Official Gazette*, which contains laws passed by the country's National Assembly. The assessment team noted that this is different from the practice in most other countries where the National Library receives free copies of all government publications.

The National Library's budget is about G \$3 million per year, and the team was informed that its total collection, including items in the branch libraries and centers, numbers about 225,000. The collection comprises items published in Guyana, including local newspapers, some parliamentary publications, encyclopedias, and books on a variety of subjects, including law, government, politics and sociology. However, the collection does not contain many recently published materials, most likely due to financial problems, the most important being the exchange rate which makes purchasing of items published overseas almost impossible.

The collection is classified according to Dewey Decimal Classification, which is heavily used in public libraries throughout the Commonwealth. The National Library has been the recipient of a number of special collections, but due to shortages of professional staff, has only been able to arrange these collections in alphabetical order.

The library received four computers as gifts and is currently using them for word processing. Like the Bank of Guyana Library, the National Library is planning to introduce Micro ISIS.

National Library staff numbers 124, of whom 50 are located at the headquarters in Georgetown. Unfortunately, only two staff members are trained librarians. Staff attrition has been high. Although there are vacancies for three librarians, the library has been unsuccessful in recruiting persons to fill them because few Guyanese are entering the profession, and the salary and other conditions of service are unlikely to attract expatriates.

The University of Guyana Library

The University of Guyana is approximately 10 miles away from downtown Georgetown and the parliament building. The staff comprises librarians, library assistants and library attendants. The collection comprises approximately 200,000 volumes and is divided into four sections: Social Sciences, Law, Humanities and Natural Sciences. Books on the constitutional history of Guyana and other Commonwealth countries, the Westminster System of Government,

elections, the operation of pressure groups, and international law, are housed in the Social Sciences collection on the first floor of the library. Most of the books are not recent editions.

The legal collection, on the second floor, consists of law reports, treatises and textbooks and periodicals, but most of the Commonwealth Caribbean materials are dated, and the laws are incomplete. In some cases, more recent and complete sets of law reports such as the *West Indian Reports* and the laws of various Commonwealth Caribbean countries, are located in the West Indian collection. According to UG library policy, when only one copy of the document is held it is shelved in the West Indian section, not the law section, along with duplicate copies of all other materials. Access to the West Indian collection is restricted. A small collection of law books that are heavily used by students is on reserve at the circulation desk.

The UG collection is catalogued and classified according to the United States Library of Congress Classification Scheme. At present, none of the library services are automated.

APPENDIX 4

SPACE REQUIREMENTS

(1) Librarian's Office

The office door should be part glass and part solid wood so that the librarian may observe reading room activities, especially since the library assistant may not always be sitting in this part of the library.

Minimum space required: 120 sq. ft.

(2) The Workroom

The library assistant must have space to perform the duties of accessioning incoming items and typing correspondence, as well as for storage of incoming materials and office supplies.

Minimum space required: 144 sq. ft.

(3) Historical Section (for pre-1970 materials)

Much of this material is presently housed in a loft of the parliament building. The collection contains: bound volumes of *Guyana Hansards* for 1928-62 and unbound issues for 1953 onward; bound volumes of Acts and subsidiary legislation from the 1920s onward; annual *Estimates*, 1953 onward; bound volumes of *Official Gazettes* from 1953 onward; old volumes of *British Hansards*, old volumes of the *US Congressional Record* and large numbers of duplicate Acts and subsidiary legislation for the pre-1970 period. In theory, the pre-1970 materials should be stored in the Archives Department, but, as was demonstrated in the section seven discussion of other collections, the Archives staff needs to be trained in document preservation, the building needs to be air-conditioned, and a heavy duty vacuum cleaner needs to be provided to keeping the materials stored there free from dust, which has devastating effects on books. In other words, until much needed improvements are made at the Archives Department, the material now stored in the loft should be carefully weeded to eliminate excessive duplication, and no more than three copies of any document should be placed in the historical section of the parliamentary library's reading room.

Minimum Space required: 320 sq. ft.

(4) New and Post-1970 Section

Shelving should be provided initially for 5,000 books, approximately 1,000 of which will be bound volumes of annual laws, *Hansards* and other parliamentary papers to be brought from the loft. Legal and quasi-legal books are stored four volumes per linear foot and 84 per standard single facing stack section. The recommended floor space for approximately 5,000 books, with adequate walking space at the sides and between shelves is:

640 sq. ft.

(5) The Reading Room

In the reading room there must be floor space for: author/title and subject catalogues; a desk and chair for a library assistant who will supervise the reading room; visible index unit, if serial records are not kept solely on diskette and computer hard drive; a photocopying machine; and seating for readers. Provision should be made for large tables for readers rather than individual seats in order to save space. If each table seats six persons, a minimum of four tables ought to be provided. Mahogany tables with vinyl tops which can easily be wiped clean are best.

Minimum space required for catalogues, desk and chair,
index unit and photocopier: 84 sq. ft.

The space needed for seating is as follows:
4 tables each 9 ft. x 5 ft. wide 180 sq. ft.
Additional space for 24 chairs 108 sq. ft.
Space between units 72 sq. ft.
Space required for furniture: 360 sq. ft.

Total reading room space (post-1970 materials): 444 sq. ft.

(6) Newsroom for Parliamentarians

The speaker proposed that the parliamentary library be open to MPs for meetings and discourse outside of the parliament chambers, since MPs do not have private official offices. To this end, a lounge area, fitted with a mid-section, sliding divide, which allows conversion to two rooms.

Minimum space required: 240 sq. ft.

(7) Book Repair Room

This could be about 72 sq. ft. (8 ft. x 9 ft.). It is not initially anticipated that full binding services will be provided, since arrangements are already in place to bind *Hansards* and other parliamentary records and legislation. However, the clerk of parliament may find it convenient to have an in-house bindery at a later time, and the book repair room could be equipped with the necessary machinery to perform these functions.

Minimum space required: 120 sq. ft.

(8) Bathroom space

Two bathrooms with sinks should be provided.

Minimum space required: 120 sq. ft.

Total floor space required at this stage 2,148 sq. ft

APPENDIX 5

REFERENCE AND OTHER BOOKS

Primary Materials	Cost
Guyana Parliament/National Assembly Proceedings, bound vols. to 1963, (1963-92 transcripts to be edited and typed or photocopied) Order Papers Budget Speeches Annual Government Estimates Public Accounts Committee Reports Standing Orders, 1992	
Narain, Frank <i>A handbook for members of the National Assembly</i> (4 copies)	
Estimate for assembling, photocopying (where necessary) and binding reports	G\$420,000 (\$3,000)
Ramphal, S.S. ed. <i>Laws of Guyana Revised</i> , Georgetown, Government Printer, 1973 14 vols. (Looseleaf) Includes subsidiary legislation under same chapter as parent Act. (2 sets) <i>Guyana, Acts</i> , 1973 onward (2 sets) <i>Guyana, Subsidiary legislation</i> , 1973 onward (2 sets) <i>Guyana, Annual Departmental Reports</i> , 1970 onward <i>Guyana, Official Gazette</i> (1 set), 1970 onward <i>Bank of Guyana, Annual Reports</i>	
Estimate for collecting, photocopying and binding the above	G\$140,000 (\$1,000)
Laws of Other Countries	
<i>Great Britain, Halsbury's Statutes of England</i> , 4th Ed., 1990, 50 vols.	G\$420,000 (\$3,000)
<i>West Indian Legislation Indexing Project, Indexes to the Laws of Commonwealth Caribbean Countries</i> , Published annually	G\$37,800 (\$270)

Reports of Regional Organizations

CARICOM Secretariat,

Annual Report of the Secretary General Caribbean Development Bank

Reference Books (Directories, Dictionaries, Encyclopedias, etc.)

<i>Foreign and Commonwealth Office, Commonwealth Yearbook,</i> London, H.M.S.O., latest ed.	G\$7,000 (\$50)
<i>Dod's Parliamentary Companion, 1994</i> London, Dod's Parl. Companion Ltd	G\$140,000 (\$100)
<i>Encyclopedia Britannica</i> (32 vols)	G\$224,000 (\$1600)
<i>International Who's Who, 1994-95, 8th ed.</i> London, Europa Publications	G\$21,000 (\$150)
Levitt, Victor, <i>Encyclopedia of Medicine</i> (latest ed.)	G\$12,600 (\$90)
<i>Osborn's Concise Law dictionary,</i> London, Sweet and Maxwell, 1992	G\$4,200 (\$30)
<i>Oxford Dictionary of Modern Quotations</i> , ed. by Tony Augarde, Oxford; Oxford University Press, 1991	G\$6,300 (\$45)
<i>Phillip's Concise World Atlas, 4th ed.</i> London, George Phillip Ltd., 1994	G\$2,100 (\$15)
<i>Roget's Judicial Dictionary</i> , London, Longmans, 1987 or latest	G\$7,000 (\$50)
<i>Shorter Oxford Dictionary</i> (latest, in two volumes)	G\$12,600 (\$90)
<i>World Directory of National Parliamentary Libraries,</i> Bonn, Deutscher Bundestag, 1994	G\$17,500 (\$125)
<i>World of Learning</i> , London, Europa Publ. Ltd. (latest ed.)	G\$10,500 (\$75)

Bibliographies

Newton, Velma

Commonwealth Caribbean Legal Literature, 1971-85
Barbados, Faculty of Law Library, 1987
Supplement, 1988-94

G\$7,000 (\$50)
G\$2,800 (\$20)

Periodicals

Canadian Parliamentary Review

Commonwealth Law Bulletin

Commonwealth Ministers' Reference Book,

London, Kensington Publications Ltd. (annual publ.)

G\$16,800 (\$120)

The Parliamentarian, London, Commonwealth Parl. Assoc.

Vol. 65, 1994 - 97

G\$31,500 (\$225)

Stabroek News

Guyana Chronicle

OTHER BOOKS AND PERIODICALS

Agriculture

Cox, Graham eds.

Agriculture: People and Policies,
London, Allen & Unwin, 1986

G\$6,825 (\$48.75)

Schusky,

*Culture and Agriculture: An Ecological Introduction to
Traditional and Modern Farming Systems*,
Westport, Conn., Bergin & Garvey, 1989

G\$8,505 (\$60.75)

Association of Caribbean States

Comacho, Pedro

Towards an Association of Caribbean states, *Caribbean Affairs*
Vol. 5, No. 4, Oct-Dec., 1992, p. 7-15

G\$280 (\$2)

Convention: "Establishing the Association of Caribbean States"

Bogota, Min. of Foreign Affairs, 1992, 38 leaves

G\$1,400 (\$10)

Molina Duarte, Simon

Financial Aspects of the Sub-Regional Integration and of the Creation
of the Association of Caribbean States, *Caribbean Affairs*,
Special Ed., July 1994, pp. 107-112

G\$210 (\$1.50)

Banks and Banking

Caribbean Development Bank

CDB: Its Purpose, Role and Functions: Twenty Questions and Answers,
Willey, St. Michael, CDB, 1994

Caribbean Development Bank

Lending policies,
revised April 30, 1991, Willey, St. Michael, CDB, 1991,

Effros, Robert C

*Emerging Financial Centers: Legal and Institutional Framework:
Bahamas, Hong Kong, Ivory Coast, Kenya Kuwait, Panama, Singapore*,
Washington D.C., International Monetary Fund, 1987,
ISBN 0-939934-20-5

G\$7,000 (\$50)

Worrell, DeLisle
Independence of Caribbean central banks,
Bridgetown, Barbados, The Central Bank, 1990 G\$5,600 (\$40)

Boundary Dispute

Guyana. Ministry of Foreign Affairs.
Documents on the Territorial Integrity of Guyana; Guyana/Venezuela,
Georgetown, The Ministry, 1981

Menon, P.K.
"International boundaries - a study of the Guyana-Surinam boundary"
International and Comparative Law Quarterly,
Vol. 27, 1978, pp. 738-768 G\$1,120 (\$8)

Menon, P.K.
"Guyana-Venezuela Boundary Dispute"
Revue de Droit International,
Vol. 57, 1979, pp. 166-187 G\$1,120 (\$8)

Caribbean Basin Initiative

Kurtz, Robert
US Economic Policy in the Caribbean,
Washington, D.C., Woodrow Wilson
International Center for Scholars, 1990 G\$5,600 (\$40)

Constitutional law

Alexis, Francis
Changing Caribbean Constitutions,
Bridgetown, Antilles Publications, 1983 G\$3,640 (\$26)

Carnegie, A.R.
*General Outline Comparison of some
Main Features of the Constitution of Barbados
with those of the Constitutions of Guyana,
Jamaica and Trinidad and Tobago,*
Bridgetown, Government Printing Office, 1978 G\$2,100 (\$15)

DeMerieux, M.
Fundamental Rights in Commonwealth Caribbean Constitutions,
Barbados, Faculty of Law, University of the West Indies, 1992 G\$7,700 (\$55)

- James, R.W.
 "National Goals and Basic Social Rights and Obligations in the Guyana Constitution",
West Indian Law Journal, March 1981, 63-70 G\$280 (\$2)
- Phillips, Sir Fred
Freedom in the Caribbean: A Study in Constitutional Change,
 N.Y., Oceana, G\$5,600 (\$40)
- Phillips, Sir Fred
West Indian Constitutions: Post Independence Reform,
 N.Y., Oceana, 1985 G\$9,100 (\$65)
- Shahabuddeen, M.
Constitutional Development in Guyana, 1621-1978,
 Georgetown, Guyana Printers, 1978
- Drug Abuse & Trafficking**
- Chatterjee, S.K.
A Guide to the International Drug Conventions: Explanatory Materials for Preparation of Legislation in the Implementation of the Major International Drugs Convention,
 London, Commonwealth Secretariat, 1988
- Gerstein & Green, eds.
Preventing Drug Abuse: What Do We Know?
 U.S. National Academy Press, 1993 G\$3,560 (\$25.45)
- Morris, Michael
Caribbean Maritime Security,
 New York, St. Martin's Press, 1994 G\$3,500 (\$25)
- Trimble, ed.
Ethnic and Multicultural Drug Abuse: Perspectives on Current Research,
 N.Y., Haworth Press, 1993 G\$9,439 (\$67.45)
- Economic Conditions**
- Brewster, Havelock
The Caribbean Community in a Changing International Environment: Towards the Next Century,
 Kingston, Jamaica, Regional Programme of Monetary Studies, 1992 G\$4,200 (\$30)

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Commonwealth Group of Experts on the Impact of Global Economic and Political Change on the Development Process,
 London, Economic Affairs Division,
 Commonwealth Secretariat, 1991 G\$4,200 (\$30)
- Caribbean Community Secretariat
Caricom Single Market and Economy: Concept, Objectives, Elements and Work Programme,
 Georgetown, Caricom Secretariat, 1992
- La Guerre, John
Structural Adjustment, Public Policy and Administration in the Caribbean,
 St. Augustine, Trinidad and Tobago,
 School of Continuing Studies, U.W.I., 1994 G\$3,500 (\$25)
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Storm Signals: Structural Adjustment and Development Alternatives in the Caribbean,
 London, Zed Books, 1991 G\$6,300 (\$45)
- West Indian Commission
Time for action: Report of the West Indian Commission,
 Black Rock, Barbados, West Indian Commission, 1992
- Worrell, DeL. & Compton Bourne
Economic Adjustment Policies for Small Nations: Theory and Experience in the English-Speaking Caribbean,
 N.Y., Praeger, 1989 G\$7,000 (\$50)
- Elections and Electoral Systems**
- Alderman, Geoffrey
Governments, Ethnic Groups and Political Representation,
 Hants, Dartmouth Publishing Co., 1993 G\$7,350 (\$52)
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Rodway, John

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Nurse, Lawrence A.

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G\$7,549 (\$54)

Water

Allaby

Water: The Global Nature of Water,
U.S. facts on File, 1992

G\$4,620 (\$33)

Diwar & Zilberman

Management of Water and Drainage in Agricultural Economics,
U.S., Kluwer, 1991

G\$17,360 (\$124)

APPENDIX 6

EQUIPMENT

2 IBM Compatible 80586 computers with: DOS (latest) 60 500MB hard drive, 1.44MB floppy diskette drive for 3.5" diskettes, Wordperfect 6.0 or latest, Lotus, anti-virus software, cables, color monitor and enhanced keyboard	G\$560,000 (\$4,000)
1 LaserJet printer	G\$70,000 (\$500)
1 typewriter (manual)	G\$14,000 (\$100)
1 fax machine	G\$28,000 (\$200)
4 air conditioning units	G\$350,000 (\$2,500)
8 standing fans	G\$44,800 (\$320)
4 5000VA stabilizers	G\$159,600 (\$1,140)
1 600VA-900VA stabilizer	G\$23,100 (\$165)
1 350VA stabilizer	G\$14,000 (\$100)
1 UPS unit (650 watts)	G\$70,000 (\$500)
1 generator (5500 watts)	G\$420,000 (\$3,000)
1 photocopier with meter for recording of copies made or cartridges or auditrons for recording copying done by different categories of users	G\$168,000 (\$1,200)
Approximate cost	G\$1,921,500 (\$13,725)

APPENDIX 7

LIBRARY AND EQUIPMENT SUPPLIES

LIBRARY SUPPLIES

Sectional Visible Files (Beige)	
DV - 642	G\$9,513 (\$67.95)
DV - 64-TS	G\$4,319 (\$30.85)
DV-64-BS	G\$3,388 (\$24.20)
Replacement card pockets (10 packs)	
DV - 64E (25 per package - \$15.55 per pkg)	G\$21,770 (\$155.50)
Book order forms (continuous)	
Author first, imprinted (3 part)	
563P (4 boxes)	G\$11,144 (\$79.60)
Interlibrary loan forms (4 part snap style)	
488 CB (2 boxes)	G\$2,653 (\$18.95)
Paper cutter	
1212 12" blade	G\$6,580 (\$47)
Smooth perf. continuous 3 x 5 cards	
medium weight (cream)	
301 - P235 (1,000)	G\$7,980 (\$57)
Rolodex card file	
5024	G\$5,096 (\$36.40)
Index card files (3 drawer)	
QK 1935 (gray)	G\$7,175 (\$51.25)
Catalogue card guides (A - Z)	
326 - 3 4 sets	G\$1,169 (\$8.35)
Subject heading catalogue guides	
411 (2 packs)	G\$4,718 (\$33.70)
Spine label protectors	
C815 3/4 x 13/8 (5 boxes)	G\$1400 (\$10)
C818 1 1/8 x 1 5/6	G\$3,220 (\$23)
C821 1 1/2 x 2	G\$2,905 (\$20.75)

Spine labels (foil backed)	
3871 3/4 x 1 (6 boxes)	G\$5,600 (\$40)
3873 1 x 1 1/2 (5 boxes)	G\$5,600 (\$40)
Sorting trays	
547 (2 sets)	G\$8,582 (\$61.30)
3M magic transparent tape	
2704 3/4 wide (10 rolls)	G\$2,170 (\$15.50)
Corrugated pamphlet file boxes	
3760T 9 1/2 x 4 x 9 (25)	G\$2,800 (\$20)
3762T 11 3/4 x 4 x 9 (25)	G\$2,870 (\$20.50)
Step stool	
514 (Gray)	G\$6,244 (\$44.60)
Book ends	
163-2 (100)	G\$21,000 (\$150)
169-2 (50 each)	G\$19,600 (\$140)
Catalogue cabinets	
No. 539 (P trays)	G\$75,740 (\$541)
Visible periodical record kit	
5243 (108 card capacity)	G\$22,351 (\$159.65)
Charging trays	
251 (double tray)	G\$5,453 (\$38.95)
Book cards	
55L (3 boxes)	G\$4,788 (\$34.20)
Book pockets	
Style F (FG) (5 boxes)	G\$9,450 (\$67.50)
Index card files	
1635 (2 drawer)	G\$5,110 (\$36.50)
Approximate cost	G\$290,388 (\$2,000)

OTHER SUPPLIES TO BE OBTAINED LOCALLY

Stationery and Office Supplies

4 office letter trays (4 per library)
2 desk staplers and 6 boxes of staples
2 large staplers and 5 boxes of staples
5,000 white index cards
foolscap paper (100 packs of 500 sheets each)
30 ordinary foolscap size note pads
10 packs local envelopes
10 packs airmail envelopes
100 large envelopes (5 x 10)
100 large envelopes for mailing (8 1/2 x 12)
12 erasers
6 dozen pencils
6 dozen pens
4 waste paper baskets
2 door mats
6 dozen packs rubber bands
1 dozen boxes paper clips
5 office ledger books (for recording xeroxing, funds committed)
5 bottles glue
2 pairs scissors
3 rulers
1 dozen bottles correcting fluid or white out
10 reams photocopier paper (8 1/2 x 11 1/2)
10 reams photocopier paper (8 1/2 x 14)
4 dusting cloths
1 broom
2 mops
2 buckets

Approximate cost

G\$210,000 (\$1500)

EQUIPMENT SUPPLIES

10 power stripes surge protector G\$14,000 (\$100)
dust covers for monitor, printer and computer G\$16,800 (\$220)
3 boxes Maxell 3.5" diskettes G\$5,040 (\$36)
5 boxes correctable ribbons for typewriter G\$14,000 (\$100)
5 boxes typewriter ribbons G\$10,500 (\$75)

Approximate cost

G\$84,000 (\$600)

APPENDIX 8

FURNITURE AND SHELVING

LIST OF FURNITURE

2 filing cabinets (4 drawer)
2 steel book trolleys
Large stationery cabinet
22 office chairs
4 tables each 6ft. x 9 ft. (to sit 4 persons each) (mahogany color finish legs and side and tops laminated)
1 executive chair for librarian
1 desk 4ft. x 3ft. with 2 drawers on each side for librarian
1 desk for library assistant
1 typist's chair for library assistant
1 table for library attendant (2ft. x 3ft.) (at doorway)
1 large table 4ft. x 5 ft. for repair room
2 coffee tables for lounge areas
4 sofas each to seat three for lounge area
4 matching individual armchairs
1 table for computer and printer
1 table/trolley for typewriter

Approximate total

G\$560,000 (\$4,000)

SHELVING

Needed for: reading room, room for historical materials, librarian's office, workroom and repair room/bindery.

To be built of local Guyanese wood. These items would be ordered after layout of library has been designed and total area for each room known. Specifications as follows:

Stack height	7ft. 6 ins
Frequency of shelves	12 ins. apart
Shelf thickness	3/4 ins.
Bay width	3ft.
Shelf width	3ft.
Shelf depth	9 ins.

N.B. Shelving must not be built up to ceiling, otherwise cool air will not circulate effectively.

Allocate

G\$420,000 (\$3,000)

USAID Quarterly Report
GUYANA: STRENGTHENING DEMOCRACY
July 1- September 30, 1996

ATTACHMENT (D)



NATIONAL DEMOCRATIC INSTITUTE FOR INTERNATIONAL AFFAIRS

Fifth Floor, 1717 Massachusetts Avenue, N.W. Washington, D.C. 20036
(202) 328-3136 ■ FAX (202) 939-3166 ■ E-Mail: demos@ndi.org

LOCAL GOVERNMENT TRAINING STRATEGIES

Co-sponsored By: Ministry of Local Government
and the National Democratic Institute

Georgetown, Guyana
August 2 - 3, 1996

Program Schedule

Friday, Day 1

- | | |
|---------------|--|
| 3:00 - 4:00pm | Registration |
| 4:00 - 4:15pm | Welcoming Remarks
Senior Minister of Local Government,
Moses Nagamootoo |
| 4:15 - 4:30pm | Conference Overview
Cara Hesse, NDI |
| 4:30 - 5:15pm | Local Government in Guyana, 1994 - 1996
Basil Benn, Principal Regional Development Officer |
| 5:15 - 6:00pm | Question and Answer Period |
| 6:00 - 7:00pm | Reception |

Saturday, Day 2

Resource Personnel: Vincent Alexander, Tarachand Balgobin, Basil Benn,
Joan Elvis, Philip Hamilton and James Rose

- | | |
|---------------|---|
| 7:30 - 8:00am | Coffee and Sign-In |
| 8:00 - 8:30am | Training Strategies - Methods of Involving Councilors
Joyce Sinclair, Training Consultant |



8:30 - 10:00

Strategy Sessions

Group 1: Financial Administration & Public
Accountability

Group 2: Conduct of Meetings

Group 3: Community Development

Group 4: Management Issues (personnel, motivate)

Group 5: Public Participation

Break

10:00 - 10:15am

10:15 - 11:00am

Group 1 -- Financial Administration

11:00 - 11:15am

Group 1 -- Presentation Discussion

11:15 - 11:30am

Break

11:30 - 12:15pm

Group 2 -- Conduct of Meetings

12:15 - 12:30pm

Group 2 -- Presentation Discussion

12:30 - 1:15pm

Lunch Break

1:30 - 2:15pm

Group 3 -- Community Development

2:15 - 2:30pm

Group 3 -- Presentation Discussion

2:30 - 3:15pm

Group 4 -- Management (personnel, motivation, etc)

3:15 - 3:30pm

Group 4 -- Presentation Discussion

3:30 - 3:45pm

Break

3:45 - 4:30pm

Group 5 -- Public Participation

4:30 - 4:45pm

Group 5 -- Presentation Discussion

4:45 - 5:30pm

Plenary Review of Recommendations

RESOURCE PERSONNEL

Vincent Alexander
Deputy Registrar
University of Guyana

Joan Elvis
Senior Regional Development Officer
Ministry of Local Government

Tarachand Balgobin
Senior Planning Officer
State Planning Secretariat

Philip Hamilton
Permanent Secretary
Ministry of Local Government

Basil Benn
*Principal Regional Development
Officer*
Ministry of Local Government

James Rose
Dean, Faculty of Arts
University of Guyana

LOCAL GOVERNMENT TRAINING STRATEGIES

August 2-3, 1996

Embassy Club, Georgetown, Guyana

PARTICIPANT LIST

Abdul, Rafi	Gray, Patricia	Singh, Meckna
Allen, Waveney	Haricharan, Moolchand	Thomas, Barbara
Amsterdam, Helen	Headley, Joseph	Thompson, Colin
Andrews, Bibi	Johnson, Louis	Westmaas, Nigel
Baldeo-Koylass, Dawn	Jordon, Kenneth	Wilson, Veronica
Braithwaite-Chan, Beverly	Jordan, Marlyn	Witter-George, Edris
Bristol, Jillian	Khan, Nandanee	Worrell, John
Burke Douglas, Yvette	King, Christine	
Carberry, Lance	La Fleur, Patrice	
Carter, Veronica	Lawrence, Lavern	
Chichester, Colin	Lovell, Elaine	
Dr. Chin, Leslie	McAlmont, Cecelia	
Cummings, Letroy	Parris, Leila	
Daniels, Claudia	Prince, Claudius	
David, Brenda	Rayside, Masie	
Douglas, Cecil	Roberts, Hubert	
Esrn Samaroo, David	Roberts, Lynette	
Featherstone, Clairmont	Sankies, Geoffrey	
Frank, Derick	Dr. Sears, Godfrey	
Grant, Millicent	Simon, Leslie	

OPENING PLENARY SESSION

Phillip Hamilton, Permanent Secretary.: PH

Basil Benn, Regional Development Planning: BB

Cara Hesse, NDI-Guyana Program Director: CH

Moses Nagamootoo, Senior Minister of Local Governance: MN

Joyce Sinclair, Consultant: JS

Nagamootoo opening speech: This overwhelming response to the invitation of Ministry of Local government and NDI is an indication that one thing will remain for a long time: the institution of local democracy. Yesterday, celebrated emancipation day. Village movement began when slaves saved their pennies and in one great moment, spent it to buy something for the village. When you buy your own thing, it is cherished better than if given. If our forefathers sacrificed for their villages, so can we.

Meeting as trainers today. You all have learned from the rich experience of the village movement that nothing is more important to democracy than that movement that is started and practiced by the people. Grassroots played vital role in starting committees, and the capacity building was done by people who didn't have textbooks, formal institutional learning. Things are different now— in the modern world, these institutions are seen as instruments for speedy government, but they are also perceived as avenue for self-enrichment, influence-peddling. That's why we need trainers. Not to train people in how to become democrats, but in how to become accountable democrats. Transparency, ethical values.

You are here as a culmination point of collaboration of NDI. Local government system should become the bedrock of plural democracy in Guyana. Broad representation of people here today— various partners coming into the process. In this diversity, we hope that we are developing a diverse approach to community building. There is no common way to build a village: there are cultural differences, pressures, etc. and the training you impart to the local government leaders must reflect that diversity. Ideal to have each village periodically electing their own leaders. So can have villages of homogeneity, common bonds instead of joining together groups with very different backgrounds. However, just because we are diverse doesn't mean we don't have a common goal. Must make the local government leaders understand: there are role, rules, rituals that need to be followed. Councillor's first duty must be the interest of his/her community, not self-interest. That is what makes the difference between being a councillor and being a contractor (lining one's pockets). You are the ones who can best present this without sounding like you're politicking. If I went there and talked about this, they'd say that I have an interest in making sure that there's no conflict of interest. You as trainers can tell the councillors what things constitute a conflict of interest.

You will be strategizing today and tomorrow. The goal is more accountable, transparent values of serving the community. NDI and the Ministry have identified training as a primary focal point of our young local government system. NDC's have various responsibilities, problems of valuation, not being able to pay their rangers, etc. There's a constant pressure to stretch resources to cover infrastructural development. Can't divorce the councillors from the environment where they work— have to see the broader picture, the whole system. It will challenge all your training skills to make them better councillors in their environment.

I officially declare seminar open and wish you all the best.

CH: Welcome participants and introduce NDI staff and programs. Background of NDI in Guyana: since 1990, when worked to enhance confidence in electoral system. Since '94: focus on local government. Conducted a national conference, created and distributed manual. Currently also working on broader program.: NGOs, Parliament, local government, elections.

This program seeks to enhance local government training. A lot of it is to enhance the pool of effective local government trainers. Also developing interactive methods to train + materials development. Basil will present background information and overview of local government system. Tomorrow, you choose a topic and sign up for a working group. Intro. Basil.

BB: Results of questionnaires from survey. Most of the NDCs I visited held a special session to discuss the issue of training. Like us, they are very interested in pursuing training. Broad concept of training: capacity-building. The need for this has emerged as decentralization has become more important in the democratization process. Process of

enabling is what democracy is all about. Capacity-building is of vital importance in bridging the gap between technical / professional skills and practice.

Notion of administrative authority: as more democracy develops, local leaders clamor for more responsibilities. Need to have capacity to handle those new responsibilities.

Goals:

- enlighten participants;
- promote initiatives to develop and implement new ideas;
- promote idea of local democracy
- promote idea of good governance: high morals, accountability

Many positive things can come out of this:

- Communication and good governance at the grassroots level;
- Leaders who are close to the people and can promote change in econ/political sphere;
- Resources are important, but without good training, all the materials in the world don't matter. Need good human resources. Promotion of initiatives, involving people in the process of development. This involves increasing the problem-solving skills of local government leaders.

Problem-solving is very limited in our NDCs. Have to increase this capacity. Action or inaction is often perceived as politically-motivated. Better training can reduce perceptions of unfairness. Runs counter to partisanship and narrow self-interest.

The character of an official, his past deeds – these determine his credibility, the trust of the people in him. Local leaders understand this relationship.

After completing the session, participants will have taken initiatives to develop new materials, etc. You'll be responsible for giving your trainees the idea of effective development— separate from partisan interests. If training local government leaders builds their capacity, the whole community benefits.

This builds on the previous experiences of the ministry's programs: attempting to fill in the blank spaces. After 1994 election, our leaders in the local government system were practically new to the job, never had experience in local government management. They began asking for training. We began to work in 94 to fill in those blank spaces and bridging local, regional, and central government. We had no clear idea of how it would go, but sought to engage the local, regional governments. Some leaders were very charismatic, but it wasn't enough. There were practical considerations: they're new, they have their own ideas of what they should local government be doing, they wanted to make changes, but had no idea how to make changes. We had to capture the energies of the new local government leaders. Wanted to ensure that can effectively release their energy, enthusiasm to promote change.

You need to be very focused and objective. Have to be pragmatic and not just give abstract solutions. In the past, we've given lectures on "what ifs." Now, want to go meet with them and talk to them about "how." Injecting problem-solving capacities into the issue.

Have to know their operating system: what is the environment that they work in? Legal, political, etc. There is one aspect of management that has to be addressed: in an office, there is always an overseer, an administrator who oversees the work of the staff. Conflicts can easily arise when councillors are enthusiastic and want to see changes, but don't know how to effectively manage.

QUESTION & ANSWER SESSION:

Q: Was there any survey done to determine the entry level of the councillors?

A: At first, we did orientation seminars for the councillors but now, we want to go more in depth in specific issues. Want to give them more tools to work with.

Q: Why was response to the surveys so low— only 18 out of 65? Is there anything being done to get this information from remaining 47? Are you sure that these questions reflect the interest of the other 47?

A: Survey's still going on.

Q: Certain organizations have tried to work closely with the councils in the past, but they didn't take kindly to that. How will this be different?

BB: Conflicts can arise when a CDC becomes a pressure group on the NDC. This program is a mix of progs with NDCs and allows us to understand how the NDC performs.

MN: This is one of the most important issues we'll face in the training. The biggest difficulty we've faced with the NDCs is the issue of consensus. Councillors come from various villages with their own idea of what NDC priorities must be. Chairman is from a different village too. So it's first of all an internal problem. Problem is not so much funding— can go to \$1 bil. for project. Problem is where to put the project. That's a problem of consensus. CDC's will be able to influence the NDCs. Will be able to consult with the finest representatives of the NDCs. We'll be working with Cara to determine how the NDCs can consult with the CDCs.

An example: how is it that a road that was supposed to be built in the NW, ended up being built in the South? Problem is one of "who do you talk to?" If only talk to the elites, they can influence the process, exert pressure on you. Meanwhile, the farmers, fishermen don't have a say. You are not being democratic in the way that you consult. Can consult with all of them and still have difficulty in reaching consensus. Have to understand the difference between wants and needs. For example, a council wants to buy a tractor trailer (because six members were for it). But several councillors (4 of them) said that they don't need it-- in fact, last year, solocal government theirs because people were using it for private use.

After this strategizing session, I'll be happier if all of you from different backgrounds can come up with what the problem is. Don't have to teach them the ABCs anymore. Now have to deal with a higher level of expertise: consensus building and involving the people constantly. That is my experience so far-- we're just 7 months old.

PH: In looking at training as a way to resolve such an issue, have issue of committees. Alienation is real, but with the committee, if put in place as a dynamic system, can resolve some aspects of this problem. Need to have people put in place based on ability and not just as a result of political brokerage.

Demands for state resources are addressed at the committee level. Therefore, when looking at ways to motivate councillors, have to look at it within context of the committee system. The people there are not the best representatives of the community, so people don't listen to them. But if you see them as a checks and balance system, and as a means of diffusing information to the masses, you will see that a dynamic committee system is essential.

CH: Have any of you been in contact with the NDCs in your area? 4 participants raised their hands.

Q: Training has to be ongoing and there has to be lots of follow-through. Who will do the observing? Making sure that the information imparted is being implemented? That could be part of the package.

BB: We're working to build a strategy for evaluating.

Q: What is the methodology for tomorrow?

CH explains format.

JE thanks the minister, thanks NDI on behalf of Ministry for facilitating the process of local democracy and ensuring that local councillors become transparent democrats. Thank participants for coming today and encouraging them to come tomorrow.

Reception.

**PLENARY SESSION 2:
TRAINING STRATEGIES— METHODS OF INVOLVING COUNCILLORS
PRESENTATION BY JOYCE SINCLAIR**

Trainers are role models and must lead by example. Those of us here will embark on a noble task: enabling local government councillors. Minister Nagamootoo asked yesterday: where to start the delivery of these services? He gave some signposts:

- Road and rule clarification
- capacity building
- consensus building
- self- management
- ethics
- accountability
- transparency
- conflict of interest
- priority of training
- building self-confidence
- diversity
- conflict management

There are also other signposts along the road:

- promotion of initiative
- enabling councillors to act independently
- problem solving
- motivation
- urgency of legal reform

still others:

- reward and recognition
- group dynamics

We have a formidable group of signposts as we gather here. Much has been given to us, much will be expected. I hope we have same goal: help the councillors arrive closer to their destination.

Strategy:

1. identify where the councils are heading in the long run.
2. Define means to achieve ends.
3. Achieve your goals.

This assumes that goals, ends have been defined. Strategy has to do with allocation of resources to make sure this happens. Has a lot to do with the organizational structures, policies of the organization you're working with. Before strategizing, have to have a clear vision of the Ministry, the local government institutions, and NDI. Let's be sure that we understand our target groups and the nature of those groups. This will help us be aware of additional needs.

What types of vehicles will we use to get from signpost to signpost and help us reach our destination? Has to be ongoing process. We'll be called on to try many strategies. Our training kits must be assorted. Sometimes, classes are the right way, other times, informal group discussions, other times, worksheets and attachments. Also, can't assume that it's going to be easy. In Guyana, many trainers believe that when they have to present at a seminar, all they need is a lecture, pre-written, oblivious to the needs of audience. They rarely ask about the audience or what is expected. Some of us like people to

know that we have many degrees, so we like to do learned dissertations when we have to speak. But if we're going to be effective trainers, have to always ask ourselves: IS LEARNING TAKING PLACE???

In our small groups, we'll talk about interactive exercises by which learning takes place. Academic lecture is not the only way by which learning takes place. Training objectives have to be defined. Allow participants to see the objectives as checkpoints to gage their progress; establish ground rules; check progress. What are the ground rules?

What is a groundrule? Here are a few possible ground rules to explain to your audience before starting. The group needs to agree on certain modes of behavior, for example, that 10 people can't speak at the same time. Have to agree that we will listen to one leader, trainer. (Hands out a list of possible ground rules). Need to put people at ease, reassure the trainees. Must be able to accept constructive criticism. Be aware of everyone in the group and encourage them all to participate. Don't let some people dominate the discussion. Check whether the trainees are understanding you-- now and again ask questions. Plan feedback sessions. Have to be highly interactive; post up the ground rules so all can see them. What happens when people break the ground rules? When they're broken, the training process breaks down, because they are not maintaining the rules that were agreed-upon by the group. Blow whistle-- keep up the training.

Personal objectives of participants have to be gathered at the beginning. What are they expecting to gain by participating? Helps you know if you were effective at the end of the day. Also enables you to shift what you'll present. Maybe they don't need what you've prepared. Solicit their needs and use those as checkpoints.

Create a non-threatening environment. Many times, the people who are attending training sessions are doing it under duress. They're sent. They're unhappy, uncomfortable, don't know if they'll get anything out of it. Here, many people come to work with a lot of baggage; it's the same with a training program. For example, if someone is having problems at home or hasn't had electricity or water for months, this colors their view of the world. Be aware of this and know that this is the environment you'll be working in. Many of you will be traveling to other regions to do training. Know their environment.

Tell them about yourself. Then ask them about themselves. This is very important because it allows them to already begin the training -- by allowing them to talk about themselves, you offer them an opportunity to gain self-confidence.

Many of us like to think we're bright. So we go into a meeting unprepared. We go in with nothing to give to participants, offer them nothing to take-away. We have no exercises prepared. We use long words, long sentences, etc. It's important to have take-aways in training-- materials that participants can refer to later. If you can't give out individual copies of the agenda, post one up so they can follow what they're working on right now.

In Guyana, we talk a lot, go off on tangents, and often in the more isolated regions, they're so happy when they see someone new, they'll talk all day if you give them the chance. Don't shut them up, but keep the discussion focused.

At the end of the day, ask them to tell you what has been gained. Let THEM tell YOU. This allows you to gage the effectiveness of methods used so far.

Should have shared values. (Gives out examples) Post these up so that participants know the vision, the mission of the Ministry and of you as a trainer. Consultation-- we believe in consultation. Participation, honesty, dependability, commitment regardless of your political views (have to remember that this is a multiparty exercise. You're committing yourself to local democracy). Hard work. Respect. Collective responsibility. Consensus. Helpfulness. Equality / Fairness. Accountability. Have to have shared values posted up for all to see.

Use teams, working groups. In a big group only the very vocal, outgoing ones will speak. In teams and small groups, the shy ones can be pulled into the discussion. Allow them to be leaders in the working groups -- use emerging leaders to allow them to develop self confidence. This is a good opportunity for them to use and test their skills. They will improve with practice.

Be results-oriented. Look for ways to improve implementation. Use reward and recognition. And encourage trainees to do likewise on the job. You might notice a participant coming out of his/her shell. Be sure to recognize this. Do this in whatever job you have. I participated once in a conference where at the beginning, each participant was given a small bag of toys. Anytime someone did something worthy of recognition, you gave them a toy. This was very encouraging for people.

At another conference I attended, there were coffee mugs made by a local artisan with motivating slogans, such as "quality is an attitude", etc. These were used to reward people who was shy and who took risk of speaking up. Think of other things that can be rewarded in a training program.

Another training strategy is off-the-job training. This work we're embarking on today is an example of that. In all groups or professions, there is a need for constant training, and many of the councillors will admit that they need this. So impress upon them the need for ongoing professional training. Make them responsible for their ongoing self-development.

We want to learn from each other in the exercise we'll be doing today. We will have wasted everyone's time and resources if we don't approach the work we're doing today in this way.

(Then she explained how the working groups will function and what the topics will be. Reads names of people in each group).

The three strategy session questions were posted on the wall:

- What information do local councillors or leaders need to do their jobs the next they can?
- How do we translate that information into an interactive workshop?
- What training materials can be used in conducting these workshops?

CH: There are lots of different ways to present the necessary information to the councillors. Today, we're trying to come up with the most interactive way to present this information. Think of the trainees as local leaders, community. We may not be able to answer all 3 of the questions, but at least we'll try.

off

PLENARY SESSION III

PRESENTATION OF STRATEGY SESSION WORKING GROUPS:

GROUP I: FINANCIAL ADMINISTRATION AND PUBLIC ACCOUNTABILITY

Dr. Leslie Chin, Presenter

We got together to strategize, brainstorm on how to help councillors improve budget planning, collect rates, advocate for more fundraising, etc.

Began by creating a chart to help us understand where the NDCs stand. Just gloss over that. CDCs are very important for democratic process, but don't in fact have legal basis. So we focus on NDCs. Identified that the most important part of our workshops would be accountability.

One way to do this effectively is to use case studies. How do you tackle problem of people coming to office for their own self-enrichment. In accountability, we need to educate councillors on their particular role, esp. That of acting as check and balance on executive authority. We all need to educate ourselves on local government first. Need to know the system.

People generally break up the system in order to exploit it. We can use a case study where someone doesn't do the company expenses as expected. Can have all kinds of good reason, excuses for not submitting receipts. If after 2 occasions, the treasury statement is not prepared, the company should change treasurer. If the treasurer doesn't know his role and responsibilities, he can't really do his job as conscientiously as he should. There's also an overseer who reports to the RDC. In accountability, need to look at the issue of transparency and promote it and make sure there's no conflict of interest. We can do a case study where there's a conflict of interest to illustrate to the councillors the different forms that can take. We need an understanding of the responsibilities of the councillors themselves, what is required of them.

We then looked at budget, rates, expenditures, and examined whether the council allows participation in this to some extent (to make sure that the interests of the public at large are reflected in their expenditures). They must get approval of RDC for expenditures over \$1000. Now this will be changed to \$100,000. The budget should reflect the needs of the community and ensure that individuals within the council don't emphasize activities, expenditures that only benefit one sector. Have to look at how expenditures affect different ethnic groups, genders, etc.

Rates collection: there is a legal process involved, but the fact is, it's not very effective. The legal process is very slow. Someone can really stymie the process by appealing for many years. Councils also effected amnesty. Maybe what would be more effective than that would be incentives to people who pay on time. One councillor went out on a Sunday with his overseers to collect rates. He had 90% success, and allocated 30% to capital projects. The councils have to do their job, provide services so that people are willing to pay their taxes right away. In order to

publicize the work they are doing with tax money collected; can have councillors do a campaign. Focus on a major project and say, "this is what is being done with your money." They have to publicize this. So the challenge is not just to do the project, but also to market the project.

Fundraising: can receive donations from concerned citizens. This doesn't necessarily have to be cash, but also gifts-in-kind: land, buildings, etc. Council can be involved in trying to do this.

In figuring the budget priorities, look at balances between routine expenditures and expenditures for development-- developing human capital, etc. What will be ongoing projects, capital projects, etc.

How do you make this presentation to the councillors? You can have them prepare a project proposal to try to increase subventions. They can outline the process of results-based management practices. For example, if the project that they want to propose is a training center or day care services. What are they doing? They're offering courses. What is the impact of courses: increase in the standard of living and the quality of life.

Have them prepare a budget proposal. If you prepare it properly, you'll be confident about its success. This applies to all budget proposals. Have to be thorough and cover all aspects of the project. Engage them in the practice of writing a really good project proposal-- one that talks about the social benefits of the project. That's a measure of the quality of the proposal.

How to ensure interaction: use case studies, have a subcommittee address a problem, invite consultants-- GVC, IACD. GVC has been working on the institutional strengthening of NGOs. Crucial to bring in experts to share information.

Timing of training is also important. It would be good to start when the councils begin their terms. The training has to be ongoing; there has to be follow-up-- on-the-job training. Assist them in working with NGOs, identifying mentors, etc. so they can find solutions.

We attempted to prioritize: Case study approach is most appropriate for what we want to do and then follow-up. Also laws for local govt have to be made available. Identify agencies that can help you access information.

Question/Answer:

Q: CH: You brought up two good issues: transparency and conflict of interest. How will you enable the councillors to understand what you mean when you say transparency? Can the group come up with a case study that would help the councillors to understand what transparency is? Let's say you want to illustrate conflict of interest using a case study. Here's a possible scenario: you need to award a contract. There are five bidders. Three are your relatives. What do you do?

A: Have to find a neutral kind of situation. For example, you have a subcommittee on public works. The chairman's brother has tendered a bid, so the chairman withdraws from making a decision on the awarding of this contract. Have to do it in a neutral sort of way, nothing too controversial. But this example shows that a council who has a potential conflict of interest must withdraw from the decision-making process. Can also propose sealed tenders.

JS: We understand the concepts of transparency and conflict of interest. How do you devise a means to get this across to the councillors?

A: We think the most concrete way to do it is with a lot of case studies. Cara suggests we try to come up with one.

BB: Let's not look at the issue in an abstract way. Most of us here are results-oriented. Go sit in on a meeting of an NDC. Make them understand transparency in a different light. Councillors sometimes use council to donate services to groups that interest him. That's a conflict of interest that doesn't have direct financial effect. Sit in on some meetings so you can be more practical in your approach when you meet with them.

Q: About the point of conflict of interest. You have the issue of contracts. The person with a vested interest must withdraw from process until the decision is made. The law itself shows how this can be addressed. But we first have to have a good understanding of what conflict of interest is. Sometimes, getting something satisfies the need of one person, but doesn't conflict with interest of others in community, actually promotes public interest. For example, a town has only one rice farmer and he requests a tractor. Has "vested interest" in requesting a tractor, but others benefit too: all the others who are involved in growing the rice, working for him, etc.

Chin: Yes. That's why we need to look at the issue of prioritizing when we design training programs.

CH: The rice farmer example is a good case study you could present.

Participant comment: Councillors sometimes don't know where their allegiances should lie. Sometimes, they aren't looking for financial gain or more power, but they just don't know where they stand. There's the issue of being an individual and also representing a cooperative body.

Participant comment: We should have them look at individual and collective responsibilities. Once a decision is made, if you have a minority that conflicts with the majority, have an obligation to implement the collective decision of the majority. They took an oath to do that. But taking an oath is not enough.

CH: Can you present this as a case study in a generic sense?

Participant comment: Inside any organization or company, some people who have access to information that floats within the organization and they try to use it to their personal interest. That's a subtle way that conflict of interest can evolve. How can we address this question: how

to ensure that you do not use your post to benefit more than the average citizen.

JS: How can we use these experiences *as training material* that can be used in a generic sense? Put it in a question form that they can address as a training issue. Present the case and then ask how would you deal with this? What would you do next?

Chin: We haven't analyzed the motivation of the councillor. Most sought the post because they felt that when they're in that position, they'll benefit. Then you have the minority who were interested in community service.

Participant comment: Have to have a definitional background when designing case studies. In problem-solving, there are sometime no correct answers. But in some cases, like conflict of interest, there are correct answers. In the context of local government, you see a conflict of interest where someone is able to participate in decision-making regarding a matter where they have a personal interest. Now that we have a working definition, we can create cases against that background. After presenting the case, can then ask: Did I have a personal interest in this case? Did I gain in this situation because of my post as a councillor?

Q: A transaction can be described as transparent if it can withstand third-party scrutiny. For example: the chairman of a council submits to the treasurer some bills to be paid. Without having a receipt to back up his claim, he tells the treasurer to clear a check. How can you make that process transparent, scrutinizable? NDCs can establish a rule that they have to sign all requests for funds, etc. A lot of transparency rests on knowledge. Make knowledge available and get them to understand that if want to present a request for payment, you have to sign the request and present as much documented evidence as possible so it can be scrutinized by whoever else. Provide a definition, then create case studies. After presenting the case, ask the audience, "Is there adequate evidence in this case to justify this payment?"

Q: Question of confidentiality. For things to be transparent, people must be able to scrutinize. Any citizen in Scandinavia can walk into a government ministry and ask about any transaction. What is there to be secretive about when it comes to expenditures? Any citizen should be able to have knowledge into any transaction.

Q: Can document all requests and transactions, but let's look at motives, too. I can have a motive to make money. The organization has certain goals. I can help the meet their goals within the legal framework and still make my money. Is that conflict of interest?

Participant comment: No, that's what you get paid for.

Q: Have to look at it within the whole system to understand that rates collection is not enough on its own. The NDCs do need rates collection, but even if rates collection is 100% perfect, still is not enough. Where do we begin? By collecting rates or by delivering services?

A: The councillors can make it transparent: tell the public how much collected, what it's used for, and then can ask people to pay their rates. They have to present this information in a public

place so the onus is on the individual to inform himself. A number of NDCs call public meetings and nobody shows up. In some communities, they have community reports. That's transparency. Why doesn't anyone show up? The ones who turn up are the ones who have an interest in doing so: services haven't been delivered, etc. The question is this a problem that training can solve?

Q: Can a trainer propose amnesty to the councillors? Just to clarify, amnesty applies to the interest on the arrears. It doesn't mean the NDC won't collect the rates at all.

Participant comment: The trainees already have a conception of what transparency is. We can ask them what it is and then reach a consensus on what transparency is.

Participant comment: We thought of case studies as one methodology. What other methods are possible?

Group 3: Community development
Meckna Singh, presenter.

Named the people who participated in the group.

We were asked how we would help the councillors develop an inventory of community resources, development planning and initiatives. What information will help them do their jobs better? How to translate that into interactive workshops? What materials will be needed?

To answer the first question, let them know that their role is specifically related to community development. The beginning of the process is for councillors to speak to the community-- speak to all people, even the "low people." The councillors took an oath of allegiance to the people. Let them understand their roles and build a rapport with their community. Some of them don't even know the areas where they live. During the workshops, can do a community map so they can know their community better, and also define how they want the community to be-- their vision. On this map, define boundaries, point out important places that exist now (farms, shops, community centers, hospitals, playground) and where they would like to see these things established.

We want them to identify groups in their area so they can understand the power dynamics, etc. By doing this, can begin to figure out what resources are available. (Shows flow chart illustrating overlap between NDCs, community groups, and needs). Once they know their resources, they can plan their work. As long as the groups are in tandem with one another, they can easily develop action plans and determine how much money can be allocated to different things. Since these three things (NDC, community groups, needs) are working in tandem, the evaluation process will be able to revolve around them. All community groups must give feedback to the NDC. NDC will have to develop a high degree of trust in the people.

Another important thing we often overlook is dissemination of information. The "grapevine" is very effective. It's important because it allows everyone to know what's going on. Following from all of this, can look at needs. The Minister yesterday spoke about needs and wants. We have to equip the councillors for assessing needs against wants. How do you prioritize them? Councillors must know their community to be able to answer what's needed, where is it needed, and at what pace.

The councillors must also be able to create a demographic profile of their community-- have to know what is there and develop the skills to carry out resource personnel audit. For example, how many carpenters are there in the area? How many know how to build bridges? Need to know this so that when awarding contracts, know that they are awarding them to the right people. The Council will have to do an inventory, so they know what's available and be sure that what you're using is the best. In local government, the most important set is the individual, so we have to emphasize the human factor so that they understand that people are the

most important asset.

When we finish all of that, we must tell them about setting of goals. Objective setting and goal setting using an acronym called: S.M.A.R.T. (Talk to Joyce about this) Goals must be specific, have a time frame, and state how much you expect. Must at all times set goals that are achievable and have a time limit for achieving them.

People are the most important facet. There tends to be an attitude among councillors, politicians, managers that only what they have to say matters. We want them to understand that their duty to the people is more important than self. So we would plan our workshop sessions to have that type of information coming out.

How do we know as trainers that we're going in the right direction? How do you know? You involve the people again. Let's say an NDC builds a community center. But what is the value of it? How can you know if you don't talk to the people and ask them? Give the people a sense of responsibility and commitment. Share IDEAS with them, brainstorm. Involve people in every segment of activity. Councillors will have to understand this: People must be the focal point of the programs.

People are afraid to speak out because believe that if speak about problems, the government will give them a hard time. Listen to the councillors, design the programs so they can share with each other, and allow them to listen to people's opinions-- allow people to speak out in a frank manner.

Materials: One person suggested that as we go along, we draw up materials. Let us take what little we have and go in front of these people, discuss with them, and draw from them what they need. From that, we can draw up our methodology, our methods of evaluation, etc. To develop a program, have to first do a diagnostic. Then develop materials to inform them. Allow the trainees to develop the ground rules. That way, can't later say they didn't know about them.

Awareness programs: have to try to continuously be informing people. If you're going to disseminate information, have to be very correct on what we're saying. Have to know what we're giving the Councillors. Want to show them very simply this communication thing and show them how easily they can talk to a man to make him understand. Communication, printing of pamphlets, flyers, etc. Get them to design publicity flyers as part of training. Find out how they visualize things. One way to do this is graphically-- have them make a flow chart of the groups in their community, etc.

Questions/Answers:

Q: When I look at the law to see the functions of the NDCs, I see what the law says they should be doing. You said community development has to take precedence to what the law prescribed. It's beyond the statutory functions of the local councillors. You're advocating that they go beyond their statutory functions.

Participant comment: we talked about community development not only as part of the statutory

functions...

BB: There are some other functions: issues related to communities building houses. They can also give their assent to the development of businesses, etc. What is happening is that more and more authority that used to belong to the central government is being passed on to the local government.

GROUP 4: MANAGEMENT ISSUES (PERSONNEL, MOTIVATION, ETC.)

Richard Morris, presenter.

There are a lot of management issues related to training in local government. First we looked at the issue in the generic sense and examined the conflict between policy and operation. The core of the discussion: What information do the Councillors need to be able to do their jobs well?

Apart from skills training, councillor needs to know their role. Also need to know the decision-making process in the structure they work in. Have to develop managerial tools. Problems with interpersonal relationships arise, so they need to learn about conflict management. We tried to suggest models to deal with some of the conflicts. Must learn some level of negotiation and compromise. There's also a need to develop leadership skills, etc. Need to know the laws and understand that there are different interpretations of it. Need to know their area, too, in order to manage effectively.

How do we translate that information into an interactive workshop? Can use models, lectures, role playing, group discussions, etc. Flexibility will be very important in devising a training approach because there are so many different situations to deal with.

Councillors can be shown how to encourage performance through positive reinforcement.

Possible written materials? They have to know the laws, so provide copies of the laws, amendments. Can also have posters. We'd like to send materials to the councillors before the seminar so they can know what to expect. Then give them more materials at the seminars.

We thought another very important thing was to involve staff.

Q: What do we use as motivation for the councillors?

A: Rewards, recognition can work in this case, too.

RM: There are a lot of different approaches to try. There are two people who interface closely with NDCs. They are the ones who advise the NDCs. Because finances are controlled by RDCs, try to advise these people on how to deal with RDCs effectively without making them believe that they are in conflict with them.

Participant: It's important to not create a conflict between the NDC and RDC. You mentioned something about accountability of committees. What did you mean by that?

A: I didn't just mean financial accountability, but also feedback.

BB: There's also accountability of councillors to the people. Some councillors believe they don't need to answer to the people, so underscore the importance of answering to the people.

Q: You talked about acquiring skills that will help the councillors in negotiation. When they have to negotiate with their superiors, you run into a serious problem: many people do not feel that they're obliged to answer to the people below them. Councillors have to answer to these people who often have directives that are contrary to the interests of the community. Now you're saying councillors need to know they're accountable to the people. I think you have to recognize the limitations of training. Some things cannot be corrected by training. If a behavior is to be condoned, who do you represent?

Participant: Mr. Benn can't answer that question because it will put him in a peculiar position, but I can. As trainers what we try to do is have councillors and officers operate in an acceptable way within the system they've been given. The system is flawed, but let's tell the councillors what our opinion is. Let's tell the councillors that they can be powerful agents of change. Don't need to tell them *what* to change-- that could get controversial.

Participant: Is it a people problem? A structural problem? A procedural problem? If you take the council as a body or an institution, you'll find stakeholders, each who have different kinds of interests. These present constraints to people on the inside.

Participant: If you are a trainer, give them tools on how to change the system. Don't tell them what they should change, how it should be, etc.

GROUP 5: PUBLIC PARTICIPATION:

Presenter:

We want to show councillors how to encourage people to influence decision-making in a non-threatening way. Many people, if given the opportunity to voice their views, just get quiet. Trainers have to know their environment, so they know what people will react in this way and how to encourage them to speak. Councillors must try to create an environment in their communities where people can present their opinions and not be ridiculed.

Councillors can report to people about what's going on. This has to do with confidentiality and honesty: if councillors are going to sit and discuss confidential information, public confidence will go down. People will not want to report on what they observe if they

don't have confidence in the institution.

Feedback is also important. We defined communication as the sharing of information, and ensuring that that information is sent out in a way that is consistent with what is being communicated.

Roles and responsibilities: self as a councillor. A councillor doesn't just happen to become an authority. Beforehand, they usually do some introspection and ask themselves, "Am I capable of representing others?" Before can take on such a task, have to come to know yourself somewhat. After having examined yourself, you then learn what you are expected to do. If the councillor is not clear on what is expected of him, he can shift allegiances easily, etc. Councillors also have to know the boundary between self and council. Councillor's obligation is to the community that he represents. Conveying this information to them would involve showing them statutes, laws, and maybe some documentation that has to do with regional differences. Need to inform the councillors on the laws regulating their actions, and get them to know their environment well.

A thorough knowledge of the respective cultures in the communities would help them to do their work in a much more effective manner. They should be able to identify existing groups and try to promote a broad base of representation in the community. The councillors can encourage every group to tell them what they want-- even if all their wants and needs can't be met. Give them a chance to express. This allows the councillors to know the goals of people in the community and it puts them in a better position to meet the community's goals.

Barriers: natural barriers can isolate certain communities and make communication difficult. So councillors have to approach and work with players in those communities who are more knowledgeable about the cultural background of the place. Encourage them to use the bottom-up approach.

As soon as they are elected, councillors tend to forget the people who made it possible for them to be there. People placed their confidence in them, and now they have an obligation to those people. One of the best ways to build confidence with community is to empathize with them in a time of difficulty-- flood, tragedy, etc. We want to encourage councillors to interact at a lower level with their communities. This way, they gain the confidence of the people and can get honest information from them.

Many institutions in Guyana, including NDCs, have trouble accessing information. They should be taught where they can find leads to information, how can obtain information.

Interactive Strategies:

- Role plays.
- Small group discussions
- Sharing of experiences: by focussing on real problems and allowing groups to discuss strategies for change. Encourage participation where everyone has an input.

Q: You said that public participation is essential. But we said this morning that often the public is not interested in the process. What are the strategies that you would use to motivate people?

A: Know what their needs are. Understand their vision. People don't just decide to become involved in community activities. Leaders have to build the trust of the community over time. Councillors have to communicate their objectives to the people, and if don't meet those objectives, they have to explain why haven't met them. That way, they maintain the trust of the community

PLENARY V:

CLOSING COMMENTS OF THE RESOURCE PERSONNEL AND CLOSING SPEECHES

Dr. Rose: Often, trainers have the necessary knowledge base, but have no idea how to present it. This seminar today highlights importance of training methodologies. I congratulate the planners for trying to break from the talking and talking of lectures and making a move toward action.

It's important that we have a correct perception of local govt councillors. Local government is much older than just 2-3 yrs old. Councillors, to a large extent, have a good understanding of their needs. The question is how to effect change, meet the needs, etc. We mustn't feel that the councillors are totally uninformed. Any effort to get them to understand their roles must address this.

They do need a clear understanding of their role as elected officials. The idea of getting them to formulate appropriate measures to deal with issues, organize people, etc. takes care of half of the problem. There is often a conflict between community development and the interests of the central govt. It is your role to help them understand that community development is what local government is all about. Some aspects of community development are contained in the laws when they address infrastructure issues, etc. But the development of the entire community as perceived by group 3 is essential and is also part of their responsibilities.

Training is necessary and trainers have an important role in this process. The exercise we did today is worthwhile.

Vincent Alexander: I'd like to add to what has taken place so far by outlining some ideas on how to continue process forward. I had in mind some objectives regarding what the seminar was to achieve. Maybe should have put an objective on the program agenda. I can safely say that the seminar didn't achieve its original objective. This, however, is not cause for pessimism. But in order to keep the process going, we should make available to all participants a historical and institutional functional sketch of the government of Guyana. Trainers can move the process along effectively if they know this.

Maybe we should have had a general presentation on local government in Guyana at the beginning. Maybe this should be done as a pilot project instead of trying to present it to all 65 NDCs at first. We can pick a sample made up of some areas where local government structures never existed before, others where it's been around for a long time, and others where you have competing interests on the council. We could try to pilot this program and get feedback so that when want to present it to the whole group, they know what to expect. We could have two to three persons from each of the working groups be responsible for developing presentations, workshops, etc. on the topics to use in the pilot project. We must also have an evaluation instrument so that we may know how to move forward. At some point after pilot project, can re-evaluate and then figure out how to chart future course. At that point, we can meet again to fine

tune materials, etc.

The first thing you must do is get yourself 3 pieces of legislation: the local government act, the district and civil council act, and the Amerindian act. Those laws will inform you of the regulatory framework you'll be working in.

Phillip Hamilton: Partisan politics, nepotism, and all kinds of divisions exist in the field. Prepare yourself well. Another point to note: any action done outside the standing rules and laws are null and void. We know many examples of chairmen operating outside their legal roles. In terms of training, evaluation ought to be a big part of this process, so we can know at all times where we're going, etc. Conflict management is also important. Within the system, there are mechanisms for dealing with conflict.

Also need to involve staff as much as possible. Many NDCs were not able to increase staff salaries, but then they bought 4x4s. The staff feel alienated and frustrated when things like this occur. Can't have qualitative change if staff is seen as the opposition and there's always conflict between councillors and staff. We have to look for ways to calm these conflicts.

We must look at motivations: councillors must be motivated and also must motivate the electorate.

Ethics related to finance: According to the Ministry, grants should not be used for salaries. I got the impression that there was a feeling that the chairmen of NDCs are all powerful, but I can assure you, they are NOT. The law clearly states that in council meetings, council can rule not only in their own favor, but can rule against themselves. But that's only in theory. What about NDCs where Civic groupings are in control?

The Ministry would be happy to invite a few of you to have a firsthand look at NDCs in operation, especially in the meetings. Instead of just going to the Georgetown NDC, we would prefer for you to go to the smaller NDCs. This will give you a feel for what you're dealing with, and you'll be better able to fashion strategies to assist them.

JOAN ELVIS: We've gathered a lot of information today. Now that needs to be formulated into training modules. You are coming into the system with a lot of preconceived notions, so it's good to go out there and meet with the NDCs so that you can have the proper background for putting these training modules into shape.

Basil Benn: Are there any more questions or comments?

111

Q: Are we free to just walk in to the NDC meetings? Can we get schedules of when they meet? Can the Ministry provide letters of introduction for us?

BB: I have the schedules of all 65 NDCs. We can inform them that trainers will be coming in to visit. The meetings are public so have right to attend, but I know of one chairman who had told an individual to leave because the last time this individual had attended an NDC meeting, he got into a lot of mischief. So go early, explain why you're there and they'll make space available to you. I think you'll find that they're very informative. You're not involved in the meeting, but you are there to observe.

I also attend many of these meetings, so you can call me from time to time and see if you can accompany me. (He named a few good NDCs to visit). This way, we can keep contact with you as trainers and provide you with knowledge that will enable you to do your work.

Cara: Vincent mentioned that you should have 2801 and 2802. We will try to make this available to you.

Closing remarks:

Cara: Eight institutions have come together to make this seminar possible. I've really appreciated working with you. Clearly, there is a lot of momentum and energy to strengthen local government as an institution. We'll continue to work with the Ministry to let you know how you can be involved in that. We'll also continue to work with Joyce in materials-development. We'll be sending you drafts of the materials for your comments.

**Strategy Seminar for Local Government Trainers
Georgetown, Guyana August 2-3, 1996
Participant Evaluation Form**

Question	Yes	No	n/a	Comments	
Which of the plenary sessions did you find most useful?			18.8%	• Local Government in Guyana: 1994-1996	9.4%
				• Training Strategies: Methods of Involving Councillors	40.6%
				• Group Presentation Discussions	28.1%
				• Plenary Review of Recommendations	3.1%
Were the strategy sessions helpful to you in your role as a trainer?	90.6%	6.3%	3.1%		
Which of the strategy sessions did you find the most useful? Why?			21.9%	• Financial Accountability	18.8%
				• Conduct of Meetings	—
				• Community Development	25.0%
				• Management Issues	12.5%
				• Public Participation	9.4%
• All were useful	12.5%				

1/2

**Strategy Seminar for Local Government Trainers
Georgetown, Guyana August 2-3, 1996
Participant Evaluation Form**

Question	Yes	No	n/a	Comments
Which of the strategy sessions did you find least useful?			40.6%	<ul style="list-style-type: none"> • Financial Accountability 3.1% • Conduct of Meetings 3.1% • Community Development 12.5% • Management Issues 12.5% • Public Participation 28.1% • None
Please list 3 things you learned from your strategy session.			15.6%	<ul style="list-style-type: none"> • Importance of knowing the local government laws. (4) • Some of the functions of different levels of local government agencies. (9) • People's participation is very important for success of NDC's work; they must be allowed to participate in decision-making. (6) • There needs to be more sharing of information with the public.(4) • Group work allows for more learning to take place. (3) • Importance of developing people's skills: leadership, etc. (4) • There's a big need to train local government councillors. (3) • Importance of information exchange. (2)

114

**Strategy Seminar for Local Government Trainers
Georgetown, Guyana August 2-3, 1996
Participant Evaluation Form**

Question	Yes	No	n/a	Comments
<p>Please list 3 things you learned from your strategy session? (cont'd.)</p>				<ul style="list-style-type: none"> • Ways to stimulate discussion, encourage participation.(2) • Ways of dealing with conflict of interest and Accountability / transparency issues. (6) • Importance of visual aids, handouts in a presentation.(3) • That the public can attend NDC meetings.(2) • Some of the financial issues and expenditures facing the NDCs. (4) • A historical background to local government in Guyana. • That trainers need to be aware of the limitations and constraints on the councillors. • Using the "community map" as a way to know the vision councillors have for their communities. • The importance of conducting a needs assessment.
<p>Did the strategy session resource personnel provide enough background information?</p>	75.0%	21.9%	3.1%	<ul style="list-style-type: none"> • Yes, his information was the basis for our presentation. • Yes, he gave a lot of information on local government laws. • Yes, to some extent. • Yes, he provided information and guidance, thus helping the group to stay on focus. • No, much more could have been given about history of local government in Guyana.

115

**Strategy Seminar for Local Government Trainers
Georgetown, Guyana August 2-3, 1996
Participant Evaluation Form**

Question	Yes	No	n/a	Comments
<p>Were there topics <u>not</u> covered that should have been addressed? If yes, please name them.</p>	62.5%	9.4%	28.1%	<ul style="list-style-type: none"> • Problems that might arise when trainers of one ethnic background attempt to convey their training to councillors who belong to another ethnic group; how to overcome this constraint. • Conduct of meetings should have been covered. (9) • Partisan politics, and cultural barriers in a community. • More emphasis on strategies: problem-solving, conflict-resolution, decision-making. (2) • Most presentations defined concepts rather than developing strategies for training sessions. • The problem of training councillors who are at different levels. • The whole issue of ethics-- wasn't treated in a formal way. • Constraints faced by the councillors. • More information on local government laws, functions of councillors, NDCs. (4)

116

**Strategy Seminar for Local Government Trainers
Georgetown, Guyana August 2-3, 1996
Participant Evaluation Form**

Question	Yes	No	n/a	Comments
What suggestions, if any, do you have to improve the conference?			34.4%	<ul style="list-style-type: none"> • Receiving the information packets before the seminar so we have time to read the materials and know what the seminar will cover. (4) • It was informative but short. It should have been longer. (4) • Provide a comprehensive history of local government. (2) • Having a structured presentation for each session, and then doing the strategy sessions. (2) • On-going training, follow-up. (4) • Making it a 3-day seminar, including one day for interpretation of 28:01, 28:02, 29:01. • Would have been useful to have some councillors present to provide us with real experiences in the strategy sessions. (2) • Since this seminar is mostly about making manuals, there should be pilot sessions throughout the country. The information gained could be used in compiling the manual. • A conference of this nature should last 3 days, culminating with each participant producing a workplan for a workshop session.

117

**Strategy Seminar for Local Government Trainers
Georgetown, Guyana August 2-3, 1996
Participant Evaluation Form**

Question	Yes	No	n/a	Comments
<p>How will you use the information and skills acquired during the conference in your role as a trainer? (Please give specific examples if possible).</p>			18.8%	<ul style="list-style-type: none"> • To use innovative and creative ways of planning programs and incorporate several complementary approaches for best results and participatory learning. (11) • This seminar will assist me in doing research on training methodologies. • To emphasize the need for community participation and dissemination of information to the public. (4) • To incorporate the "Tips on Training" and "Training Strategies" to develop training materials that will enhance future training session that I do.(2) • Learn as much as possible about the area I will be working in-- know the environment the trainees are living in. (4) • The knowledge I gained about the roles and functions of councillors will help me to formulate case studies. • Encouraging my trainees to share experiences so we can focus on real problems that exist in their communities. (2)
<p>Were you able to establish useful contacts with other trainers and with the resource personnel?</p>	87.5%	12.5%	----	
<p>Do you think that this conference will, in fact, enhance local government training in the future?</p>	87.5%	9.4%	3.1%	<ul style="list-style-type: none"> • Yes, if implemented successfully with the support of NDCs. • Yes, if in context of a strategic plan that provides ongoing support to make the NDCs more effective. • Yes, if the necessary training manual covering the relevant topics is prepared this will be very useful. • Yes, this attempt at more concrete training modules will enhance training if it's allowed to be institutionalized.

118

**Strategy Seminar for Local Government Trainers
Georgetown, Guyana August 2-3, 1996
Participant Evaluation Form**

Question	Yes	No	n/a	Comments
Do you think the conference was well-organized?	100%	----	----	<ul style="list-style-type: none"> • Yes, but there was room for improvements. • The organizers did a wonderful job in planning the sessions and ensuring that the time was kept as scheduled. • The seminar used some modern methods of conferencing, including workshops.
Was the information packet useful?	100%	----	----	<ul style="list-style-type: none"> • Yes, but we should also receive a copy of the presentations from the strategy sessions. • Very useful. • Yes, the background information gave me insight into the roles of the councillors. • Yes, it provided information on a wide selection of topics.
What other supporting materials, if any, would you have found useful?			18.8%	<ul style="list-style-type: none"> • Case studies from actual villages. (2) • The laws relating to local government. (15) • Introduction of the participants. • The appendices as listed in the book, "Local Democracy in Guyana." • The use of videos if possible to show some of the training techniques. • More information on the financial accountability of NDCs.

**Strategy Seminar for Local Government Trainers
Georgetown, Guyana August 2-3, 1996
Participant Evaluation Form**

Question	Yes	No	n/a	Comments
<p>Do you have any organizational suggestions for future conferences of this nature?</p>			21.9%	<ul style="list-style-type: none"> • I think that if Guyanese were involved in the process of conducting the session, fixing the structures, etc. the program would go better. It might be good to subcontract future training to a local body. • Distribution of packet in advance of the conference. (6) • Should not be held on a weekend. (2) • There should have been a test to see how much the participants have learned. • This should be dual-phased to allow trainers practical experiences in the field and to feed back. • Have presentations at the beginning of the strategy sessions so that participants have a proper base to work from. (2)

120



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PRESS RELEASE
For Immediate Release
Contact: Cara Hesse
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Strategy Seminar for Local Government Trainers

On August 2 and 3, the National Democratic Institute for International Affairs (NDI) will sponsor a seminar for trainers interested in becoming involved in local government training. The seminar will bring together experienced trainers who will work to develop interactive and dynamic training workshops for Neighborhood Democratic Councils.

Approximately 50 trainers from organizations such as the University of Guyana, the Institute for Adult and Continuing Education, the Guyana Volunteers Corps, Partners in Community Development, the Guyana Association of Professional Social Workers, and the Guyana Management Institute will work together to develop workshops and training materials on topics such as: community development, financial administration and accountability, and public participation. Resource personnel include Vincent Alexander, Tarachand Balgobin, James Rose and officials from the Ministry of Local Government.

Trainers with a multitude of backgrounds and areas of expertise will strategize on how new training materials, interactive workshops, and trainer manuals can enhance future local government training. Trainers may then lead workshops to address specific needs within individual Neighborhood Democratic Councils. The opening ceremony will be from 4:00pm to 7:00pm at the Embassy Club, and will continue on Saturday morning with strategy sessions and practice workshops.

USAID Quarterly Report
GUYANA: STRENGTHENING DEMOCRACY
July 1- September 30, 1996

ATTACHMENT (E)

MANAGEMENT ISSUES

Objective:

- 1) To assist the council in effectively managing its internal operations.
- 2) To assist the council to operate effectively for the benefit of the entire community.

Proposed time: 120 mins

Introduction:

Methodology: Lecture **Proposed time:** 10 mins

Trust building is a very important process for the growth and development of a group. Jack Gibb, a well-respected sociologist and community worker, prioritizes the four basic essential factors that every group needs to deal with for its own growth as follows:

1. Acceptance - achieved by our attitudes toward each other and the qualities we practice in our meetings. This deals with our manner of acting or deportment at and with each other.
2. Sharing information and concerns - their experience, their ideas, values, opinions and visions for the community, with each other and the wider community. Listen to the concerns and needs of the community and encourage their participation and involvement. Seeking each other out despite differences.
3. Setting goals - involving the community, set clear and defined goals and objectives. (Refer to handout # 1 - Management Issues on S.M.A.R.T. objectives.)
4. Organizing for ACTION. Definite plans have to be developed to reach the goals and the decisions carried out. In organizing for action you will have to bear in mind the following questions:

What will help?
What resources will we need?
What input will we need?
Who can help us?

Activity 1:

Methodology: Group activity **Proposed time:** 30 mins

1. Divide the participants into small groups of three.
2. Ask each group to discuss the following:
 - i) Have you seen groups work in this way?
 - ii) How often do they work backwards, i.e., start with a structure, then try to define their goals, then realize they need more information to form goals, and finally recognize the interpersonal difficulties because they do not know each other? Give examples.
 - iii) Do you think this theory is correct? Why or why not?
 - iv) What can we do in our own NDCs to follow these guidelines?

Setting objectives.

Methodology: Lecture

Proposed time: 10 mins

Introduction:

Discuss briefly the difference between goals and objectives. Some groups find it difficult to differentiate between the two. Goals are the final purposes, the ultimate aim. It is the desired situation we hope to reach by a certain time. (Eg. By the end of 1998 we hope to have traffic lights at all major intersections in our community.)

Objectives are ways to achieve the goal. This means deciding exactly WHAT one is going to do to reach the goal. Objectives are milestones toward achieving the goal. You may develop several objectives to achieve the goal based on the available resources - human, money, material and machinery at the given time.

Note: Add humor to this by asking " How do you eat an elephant" - goal = to eat an elephant.

Answer: "One bite at a time!" Objectives must be bite size; there must be thousands for the size of an elephant!

Activity 2:

Methodology: Small group activity

Proposed time: 20 mins

1. Divide participants into groups of five.
2. Ask each group to choose a goal (remind them to keep it short, direct and simple).
3. Using the S.M.A.R.T. objective handout as a guide, develop a series of objectives for the goal chosen.
4. Ask each group to write it on a flipchart.
5. Post the completed flipchart on the wall for all to see.

Building Relationships

Methodology: Lecture

Proposed time: 10 mins

Introduction:

In the management of the councils affairs, the members come in contact with other council members, the staff, potential supporters of the council's projects, other groups within the community, groups outside of the community, the RDC and many other agencies - government, business, religious and other.

Individual council members and the council as a collective body needs to develop and foster positive attitude among its members and staff when dealing with these interest groups. Reflect in your own personal life - how often we go 'beyond the call of duty' to help someone who has treated us with courtesy and kindness and how often we have 'cut short' our dealings with others because of their attitude. While we may be measuring 'what' the council is doing, we also need to be aware of 'how' the council is carrying out the work. The human element is very crucial for the fostering of participation.

FEEDBACK is an effective tool in leadership and development. Often the feedback itself is not the issue but the way in which we REACT to it that causes greater friendship or animosity. As a rule for feedback to be effective, it has to be specific, timely, constructive, nonjudgmental and personal. Proper feedback allows the giver to describe objectively the situation and make aware of his/her actions while taking ownership for them.

Read through the handout on Effective behavior receiving and giving feedback. (You may get the participants to focus better if you copy the information on the handout on a flipchart - inform them that this information is in the handout and there is no need to copy it)

Activity #3 - Team Effective Questionnaire

Methodology: Questionnaire **Proposed time:** 30 mins

1. Ask each councillor to fill out the questionnaire - 10 mins.
2. In groups of three (members of the same NDCs), look at each question and see which have the greatest difference. These will be the areas you need to start clear and frank discussions. (USE YOUR FEEDBACK SKILLS!)
3. After 20 minutes, the facilitator ends the session by asking the participants to stop the discussion, but they can take the questionnaire back with them and continue the discussion at their leisure.

General comments & evaluation - 10 mins.

HANDOUT #1 - MANAGEMENT ISSUES

S.M.A.R.T. OBJECTIVES

Specific - what you aim to achieve. Keep it short and simple. Do not put more than one idea in an objective.

Measurable - so you know whether you have been successful.

Agreed - so that you are all talking about the same thing and have a commitment to it.

Realistic - sufficiently demanding but capable of being achieved. If the objectives are too demanding, you feel defeated even before you begin!

Time based - so that things do not just slip into the future.

HANDOUT #2 - MANAGEMENT ISSUES

Effective behavior for RECEIVING feedback:

- * Listen
- * Ask questions
- * Paraphrase messages
- * Check for consensus/agreement
- * Demonstrate willingness to give and receive feedback

Effective behavior for GIVING feedback:

- * Immediate; do not wait for an incident to bring it up
- * Specific observed behavior or action; do not give vague or general statements that do not help
- * Use personal feelings, and emotions (use "I felt" not "you make me feel" statement)
- * Supported or given by several people
- * Asked for and consented to
- * Given with care, well-timed and actionable

HANDOUT #3 - MANAGEMENT ISSUES

TEAM EFFECTIVENESS QUESTIONNAIRE

Task Functions:

1. How clear are the goals of this team?
0 1 2 3 4 5 6 7
utter clear to fairly clear clear focus shared by all
confusion a few to most

2. How strongly involved do we feel in what we are doing?
0 1 2 3 4 5 6 7
no interest some interest interested deeply involved

3. How well do we diagnose our problems?
0 1 2 3 4 5 6 7
Avoid slight attention considerable attention face frankly

4. How appropriate are our procedures?
0 1 2 3 4 5 6 7
defeats our Not much Often seem The best possible
purpose help useful means to our ends

5. How well do we involve contributions(ideas and suggestions) from committee members?
0 1 2 3 4 5 6 7
disregard slight attention considerable build directly on them
them to them attention to them

6. How do we usually make decisions?
0 1 2 3 4 5 6 7
by one person by minority by majority by consensus

7. How effectively do we use our resources to accomplish our goals?
0 1 2 3 4 5 6 7
resources minimum use fair use full use
unused

GROUP EFFECTIVENESS QUESTIONNAIRE

Maintenance Functions:

1. How much do members enjoy working with the others in the Council?
0 1 2 3 4 5 6 7
ready to quit discontented some pleased all love it
2. How much encouragement, support and appreciation do we give to each other as we work?
0 1 2 3 4 5 6 7
none seldom give support some support sometime often give support lots of support
3. How freely are our personal and group feelings expressed?
0 1 2 3 4 5 6 7
not expressed seldom sometimes often freely
4. How constructively are we able to use disagreement and conflicts in team?
0 1 2 3 4 5 6 7
Avoid them seldom examine them often explore them welcome them
5. How sensitive and responsive are we to the feelings of others which are not being expressed?
0 1 2 3 4 5 6 7
unconcerned seldom notice them occasional response often respond fully aware

HANDOUT #4 - MANAGEMENT ISSUES

CONFLICT MANAGEMENT

Because we all have differing interests and priorities, a certain amount of conflict is normal and healthy! Learning how to manage and resolve conflict is essential in the growth process of your council. Here are some guidelines on effective management of conflict:

1. Try and remain objective about the situation. Becoming angry and hurt will make it difficult for you to determine what needs to be done.
2. If the conflict is with one person, find out if that person is under considerable pressure or is this a normal behavior pattern? Does the individual have similar problems with other people?
3. Describe objectively and without prejudice, what you think the problem is.
4. Allow the other party to state their problems and frustrations.
5. Summarize objectively what you have heard.
6. Suggest solutions, together look at options.
7. Solutions have to be fair to all parties, eliminate hostility and contribute to establishing clear communication.

HANDOUT #5 - MANAGEMENT ISSUES

JOB DESCRIPTION - COUNCILORS

Councilors represent their community once elected to serve on the council. The job of the councillor is very important to the development of the community. Here is a broad description of the councilor's duties.

BEFORE MEETINGS:

- * Be accessible to the community
- * Gather relevant information on issues
- * Check the level of support and enthusiasm for projects from community
- * Identify possible resources for development - human, material, money etc.
- * Read and review minutes and reports
- * Review agenda items and priorities
- * Know your community, resources available, the culture
- * Get to know other council members
- * Encourage community to attend council meetings
- * Develop your stand on a particular issue to present to the council

DURING MEETING:

- * Participate by contributing ideas/suggestions
- * Participate by actively listening
- * Focus on the issues at hand
- * Respect time
- * Encourage participation of others by practicing courtesy, patience and tolerance
- * Alert chair if the meeting is swaying from a point of order
- * Avoid reference to personalities - this give rise to misunderstanding

AFTER MEETING:

- * Be accessible to community
- * Share information and decision of the council
- * Lobby support for council decisions
- * Encourage community participation in implementation of projects
- * Help carry out the decisions of the council

HANDOUT #6 - MANAGEMENT ISSUES

JOB DESCRIPTION - CHAIRPERSON

BEFORE MEETING:

- * Work with subcommittee
- * Prepare the agenda with the help of staff
- * Discuss pertinent issues as a forewarning of what to expect

DURING MEETING:

- * Call meeting to order and follow agenda
- * Encourage participation by recognizing all councilors without preference
- * Recap/paraphrase where necessary to help clarify issues
- * Ensure that the right pace is being set
- * Review rules of procedure/remind all of standing order
- * Enforce time limits and other rules of procedure/ standing order
- * Maintain order
- * Set examples of courtesy, respect and patience
- * Do not allow one or two councilors to dominate the meeting

AFTER MEETING:

- * Provide information to public
- * Talk with community groups to get support
- * Set up consultation with other groups
- * Distribute information
- * Help carry out the decision of the council
- * Ensure that copies of minutes of meetings are available to the public on demand

COMMUNITY DEVELOPMENT

OBJECTIVE:

- 1) To raise the ability of the councillors to recognize the resources available to them in the community and examine ways to use them more effectively.
- 2) To enhance the planning ability of the council.

SUGGESTED TIME: 120 minutes

METHODOLOGY: Lecture **Proposed time:** 15 minutes

INTRODUCTION:

All of us as human beings have our limitations, weakness and faults. This is the reason why we need to establish structures and systems that enable us to develop our strengths and reduce the negative consequences. Our systems and structures need to show accountability, provide for a way to deal with conflicts and frustrations that may arise within and between people working together for the common good.

As elected councillors you are called to provide leadership. Leadership is an exercise of power. The responsible use of power is one of the most important moral and ethical issues of our time. You are called to show moral leadership for your community. In so doing we ensure that the structures and systems we are building help to ensure that the power of individuals and groups is used for the good of all people in the community.

In order to BUILD a community, we need plans - systematic, well-thought out, and involving as many members of the community as possible. Following the steps listed below will guide you in this process:

- 1) Vision - both individual and collective vision for your community. This is a dream that will keep you going in the direction - like a guiding star!
- 2) Try to achieve agreement on some basic needs of the community and prioritize the basic needs identified.
- 3) Set clear goals that are shared with every member of the community.
- 4) Take stock of resources available within the community - it may be money, material, equipment, building, people, etc. The most important resources are people who believe in making their community a better place.
- 5) Based on your available resources, you now have to set objectives to achieve your goals. Objectives are lists of what you are going to do to reach your goal.
- 6) Decide HOW you are going to carry out your objective.
- 7) Budget - what is the priority? Where is the money coming from? How will it be accounted for?
- 8) Organizing for ACTION. This will deal with WHO will do WHAT, WHEN, WHERE and HOW.

Activity:

Methodology: Seven Steps of Planning Questionnaire **Suggested time:** 45 mins

Share the handout questionnaire to the councillors. Each councillor is asked to fill out the forms individually as the facilitator walks them through it. Give sufficient time, clarify any questions. It is important that the problem chosen is a simple one, emphasize the process - not the content.

SEVEN STEPS OF PLANNING

Step 1: Diagnosis

What is the problem? (Keep it simple)

What are the needs based on the problem?

Step 2: Specify Objectives

What do you want to achieve in a particular period? Short-term (this week, this month)

Long-term (this year, in two years)

Step 3: Identify Options

What are the possible ways of achieving objectives in step 2?

Step 4: Evaluate each option

What are the advantages and disadvantages of each option?

Ideas	Advantages	Disadvantages	Cost	Time (long/short term)
1				
2				
3				
4				
5				

Step 5: Decide

Which idea/ideas do we adopt?

Step 6: Action plan

Who will do what, when, where and how?

Ideas	Who	What	When	Where	How
1					
2					
3					
4					
5					

Step 7: Monitor/ Evaluate

How do we monitor (check to see that decisions are being carried out) the progress?

Who will monitor the progress?

How often will the monitoring take place?

When do we evaluate the project success?

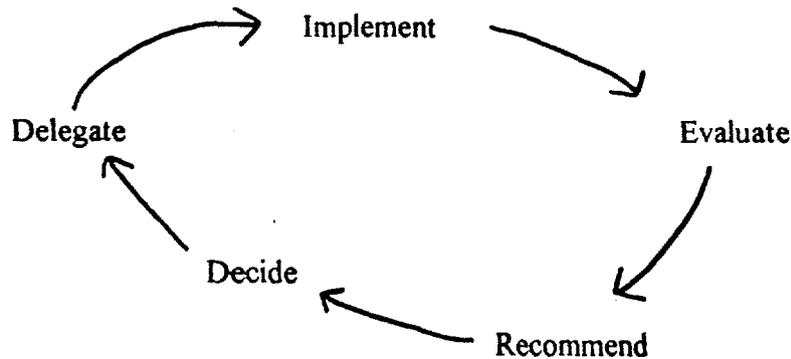
Who will evaluate the success?

Who will receive copies of the evaluation?

DEVELOPMENT PLANNING

Methodology: Lecture **Suggested Time:** 10 mins

In carrying out its work, NDC may consider the following cycle:



- Evaluate - the present situation in relation to the future which the group desires
- Recommend - the future development based on the evaluation
- Decide - on the best course for future development, based on the recommendation
- Delegate - clearly giving responsibilities for the various tasks to be done
- Implement - act, based on the decisions
- Evaluate - the action taken
- Recommend - based on the evaluation and so forth

The roles, for individuals and groups, change at each point in the cycle, yet each is interrelating with the other.

Following these steps or stages helps the council become self-directing, self-starting, self-controlling and self-governing.

DECISION MAKING...

ACTIVITY: SPACE ROCKET!

Methodology: Hands on activity **Suggested time:** 30 mins

The group is divided into smaller teams of five to six persons. Each team is given six straws, 3 ft. tape and an egg. Each team is given 15 minutes to design a "space rocket" using only the material provided for the rocket(egg) to land, from a height of 6 ft.

The group is asked to use the cycle above as a guideline. After 15 minutes each team tries to 'land' their rocket safely.

The same exercise is repeated a second time to allow the team to evaluate and implement their recommendation!

General comments and evaluation - 10 mins

RELATIONSHIP with CDCs and RDCs and other Community groups

Methodology: Small group activity **Suggested time:** 30 mins

- Step 1:** Divide into small groups (three to four). Each group is asked to discuss and write down the following:
- a) What do we appreciate about the other groups working in development in our region?
 - b) What do we find difficult in working with the other groups?
 - c) What would we request from the other groups in the future to facilitate better working relationship?
- Step 2:** Each group puts their answers on the wall and share all the points. (The facilitator should help people not to become defensive, but to try to understand why someone may feel the way they do) Give about 15 mins.

Methodology: Lecture **Suggested time:** 10 mins

Diversity is one of nature's gifts to us. It adds beauty and charm to our surrounding. Diversity in our personality makes the human race attractive. Each of us reacts or respond differently to different situations. Here are some broad behavior patterns:

(As you explain each behavior pattern and its dictionary meaning, place a paper with each behavior pattern in different parts of the room)

1. Rational/ Intellectual - endowed with reason, agreeable to reason, judicious
2. Task-centered - stays focused on the job at hand
3. Thoughtful/Quiet - full of thought, meditative, careful, considerate, anxious
4. Emotional - connected with, based upon or appealing to the feelings or passions
5. Assertive/Aggressive - affirming confidently, peremptory

Although we all exhibit some of these behaviors at various situations, we tend to show one behavior pattern most of the time.

Activity: 25 minutes

1. Give one minute for the councilors to decide which behavior pattern is the dominant one for him/her.
2. Ask councilors to stand under the behavior he/she chose.
3. Discuss with others who chose the same behavior pattern the following:
How does this behavior pattern help a group in decision making?
4. The groups share the fruits of their discussion with the large group.

Note:

The facilitator should bring up the following points if the groups do not come up with them:

- Emotional people can become quiet and withdrawn, become stubborn or aggressive.
- Rational/Intellectual people tend to change their stand on issues according to arguments presented. Tend not to have any patience with the emotional people.
- Task-centered people often refuse to see reality, can become emotional or aggressive.
- Thoughtful/Quiet people are often timid but when they do speak out they command the attention of the group.
- Assertive people can be carried away with their opinion that they become emotional.

General comments & evaluation: 10 mins

HANDOUT #1 - COMMUNITY DEVELOPMENT

In order to **BUILD** a community, we need plans - systematic, well-thought out, and involving as many members of the community as possible. Following the steps listed below will guide you in this process:

- 1) Vision - both individual and collective vision for your community. This is a dream that will keep you going in the direction - like a guiding star!
- 2) Try to achieve agreement on some basic need of the community and prioritize the basic needs identified.
- 3) Set clear goals that are shared with every member of the community.
- 4) Take stock of resources available within the community - it may be money, material, equipment, building, people etc. The most important resource is people who believe in making their community a better place.
- 5) Based on your available resources, you now have to set objectives to achieve your goals. Objectives are lists of what you are going to do to reach your goal.
- 6) Decide **HOW** you are going to carry out your objective.
- 7) Budget - what are the priority? Where is the money coming from? How will it be accounted for?
- 8) Organizing for **ACTION**. This will deal with **WHO** will do **WHAT**, **WHEN**, **WHERE** and **HOW**.

HANDOUT #2 - COMMUNITY DEVELOPMENT

PLANNING CHECKLIST:

You may use this checklist to see if your NDC has carried out proper planning of projects in relation to building a supportive and responsive structure.

1. For new projects check:
 - How was the decision made to begin the project? Was it the decision of one person or the whole community?
 - Are the goals clear and acceptable to all?
 - Have assumptions been clarified?
 - Is there a system for quick communication?
 - Is there a definite direction?
 - Is there clarity about the size, nature and complexity of the project?

2. For existing projects:
 - Is there a way to check the original goals?
 - Are the original goals still being pursued?
 - Have the goals changed?
 - Are the changes in the goal, if any, agreeable to all?
 - What is the method being used to evaluate the effectiveness of the project?
 - Is there a way to test the level of support for the programme?
 - How has the work being divided? Who decided on these procedures and is there agreement about work division?

3. Checking the leadership:
 - Who is thinking through problems on the projects and new directions?
 - Who is lobbying support for the project between the people and other groups?
 - Who is responsible for preparing meetings, putting ideas in order and designing meetings so they can be run most effectively with maximum participation.

FINANCIAL ACCOUNTABILITY AND PUBLIC ACCOUNTABILITY

Objective:

- 1) To assist the council to improve their financial accountability
- 2) To understand conflict of interest
- 3) To assist the council in budget planning and budget priorities

Suggested Time: 180 mins

Methodology: Lecture **Proposed time:** 10 mins

Introduction:

Because the decisions we make at meetings affect the community at large, we have to be very clear that the basis of the decisions is the interest of the community and not self interest.

To help the councilors in this important role, a Code of Ethics will be an important tool. If your council does not have a Code of Ethics, it will be beneficial to develop one. If your council has a Code, then examine its relevance now - does it need revision? Get members of your community to assist you in this task, to give it more public confidence. You may also want to seek expert advice, if necessary.

Why do we need Code of Ethics?

1. It provides sanctions for any violations, e.g., accepting favors/gifts, preferential treatment of businesses, divulging confidential information or using such information for personal gain.
2. It acts as a frame of reference when in doubt regarding contemplated actions.
3. It demands a high ethical standard from the councilors.
4. It gives public confidence in the integrity of the council.

While we looked at the importance of attending meetings and your active participation during those meetings, you need to be mindful that when issues that may have a potential conflict of interest are being discussed and decisions made, that you clearly state the conflict and remove yourself from the process. Other councilors should be allowed to question another on conflict of interest.

Some councilors may be confident of their ability to remain bias free and objective during the decision making process. However, it is absolutely necessary that the council be seen and appear as a transparent unit.

The members of the community should be encouraged to serve on special committees and subcommittees as they cannot only offer their expertise and diversity but also add to the transparency of management of the council and act as liaison for information between the council and the community.

Activity 1:

Methodology: Conversation method **Proposed time:** 40 mins

Conflict of Interest

1. Write the question, "What is a conflict of interest?" on the flipchart.
2. Ask each councillor to write down three answers to the question. Give 5 minutes.
3. Divide the participants in groups of four.
4. Ask the councilors in the smaller groups to discuss their answers. Give 10 minutes.
5. Give each group three 6"x6" index cards. Ask the group to write down the main word or phrase from the answers, one on each card.
6. Collect one card from each group and post them on the wall. Are the answers similar? Do we have a common understanding of what a conflict of interest is?
7. Repeat step 6 until all the cards are posted on the wall. Give about 20 minutes.

Activity 2:

What is common conflict of interest situations experienced by councils?

Methodology: Small group discussion **Proposed time:** 30 mins

1. Divide participants into groups of three.
2. Ask each group to develop a scenario that shows conflict of interest. Give 10 minutes. (Facilitator should move around and ensure that each group is looking at a different situation. If two or more groups are looking at a similar situation, encourage them to think of a different one.)
3. Ask one group to read or act out their scenario for the larger group.
4. Discuss how this scenario can be managed without compromising the credibility of the council.
5. Repeat step 3 and 4 with each small group.

Activity 3:

What can help improve the transparency and credibility of the council?

Methodology: Force field analysis **Proposed time:** 30 mins

1. Discuss the present situation of the council with respect to transparency and credibility. Is the council enjoying high level of confidence from the community or is the council lacking from it?
2. Get the councilors to list the helping forces that will move the present situation toward the goal.
3. Get the councilors to list the hindering forces that will move the present situation away from the desired goal. (refer to diagram 1 below)
4. Explain that we can move toward the goal by reducing the number of hindering forces or increasing the number of helping forces.

5. Divide the participants into groups of four.
6. Ask each group to use one of the identified helping/hindering force as the goal. Now identify the helping and hindering force for your new goal. Give 10 minutes. (As shown in diagram 2)
7. Ask each group to share their force field analysis chart with the larger group - about 10 minutes.

Figure 1

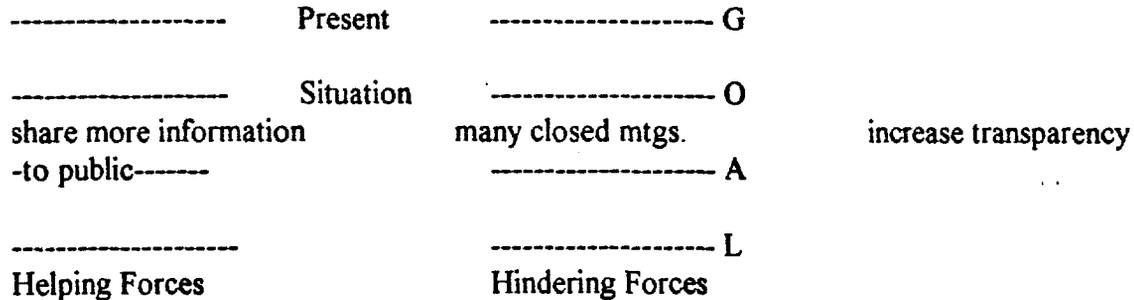
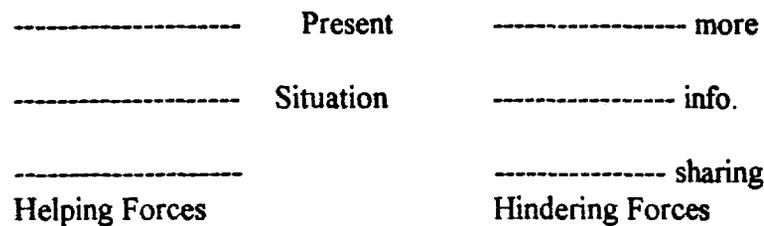


Figure 2

Goal



What is a budget?

Methodology: Lecture

Proposed time: 10 mins

Introduction:

A budget is the most widely used instrument for granting permission to utilize certain resources within a certain time to undertake an activity. A project budget is as important as the plan. The budget is expected to present the total resources required for the project both in terms of the quantity and the kind of services or goods and in terms of the total cost involved.

Budgeting is the process of preparing a budget. Budgeting comprises the following five phases:

Phase 1: Identification of activities to be carried out in the course of the budget period

Phase 2: Identification of resources - human, machine and material

144

Activity 5:

Methodology: Group Activity

Proposed time: 30 mins

1. Divide the participants into two groups. One group will be the council and the other the community.
2. Ask each group, on its own, to discuss what factors they should take into consideration when determining budget priorities. Allow at least 15 minutes for this part.
3. Ask each group to write their main ideas on a flipchart.
4. Share the information on flipchart with the large group.
5. Analyze - are the factors being considered the same for the council and the community? Why and why not?

HANDOUT #1 - FINANCIAL ACCOUNTABILITY ND PUBLIC ACCOUNTABILITY

WRITING A PROPOSAL

If you are soliciting support for projects (whether financial, materials or volunteers), you must first of all be able to make a good proposal. No matter how humble your project may be, you must be able to show that it is worthy of support.

What are some of the questions you need to answer, in order to "sell" your project to potential funders and volunteers?

1. Does it help to fulfill the basic needs of the community? (especially the poor, women, children, indigenous people etc.)
2. Does it use local resources? List contributions/commitments from local people for the project.
3. Is it in harmony with the local culture?
4. Are the members of the community fully involved and supportive of the project?
5. Does it help to improve the quality of life of the local people?
6. Does the project affect the environment? How?

In addition to questions relating to the project, one needs to also add the 'strengths' of the NDC team to solicit support. The following questions can be used as a guide.

1. Who will be responsible for the utilization of resources?
2. What is the NDC's structure of accountability?
3. Who will be involved in implementation - what are the groups?
4. What other support have you received from other agencies?
5. Timeline for the project - when will it start/end.
6. What experiences have the NDC had in project management - list other projects that you have undertaken and successfully completed, and the cost involved.

PUBLIC PARTICIPATION

Objectives:

- 1) To reinforce the concept that the council needs the participation of the public to be effective.
- 2) To examine ways the council can facilitate the free flow of information between the council and the public.
- 3) To be truly democratic through involving citizens in decisions that affect them.

Proposed time: 210 mins

Methodology: Lecture **Time:** 10 mins

Introduction:

Why do we want the public to participate in the council's activities, plans and decision making?
Because . . .

- We have a responsibility to them as elected members, as their representatives, to keep them informed and involved.
- They may have opinions, ideas and experiences which may add to the council's understanding of situations and solutions.
- The public's priority may be different from the council's and it is important to know their priorities and their reasons.
- The council alone cannot provide all the resources needed to implement projects.
- The council needs to earn the trust and confidence of the public to gain credibility.
- It is the one sure way of giving ownership of projects to the community.

There are many effective ways we can participate. Not all in the community are public speakers, not all can articulate their thoughts as fluently as others BUT all can participate. An old man who doesn't talk much but brings refreshments for a public meeting is participating. We as elected councilors should not expect all members of the community to do the same thing - we need to open up as many paths as possible so that the community members can find an area that they are good at and feel interested in. There is no one way of doing things - there are many creative ways - we need the public to get involved to discover as many ways as possible.

Activity 1:

Methodology: NGA **Time:** 30 mins

1. Write the following question on a flipchart.
"What are the council's hopes and fears in involving citizens in decision making?"
2. Divide participants in groups of three.
3. Ask each group to discuss the question for 10-15 minutes.
4. Ask the group to choose three hopes and three fears.

Activity 5:

Methodology: SGA

Time: 30 mins

Ask the group what level of public participation they get during their council meeting? How many citizens attend your meeting?

1. Divide the participants into groups of five.
2. Ask each group to come up with at least four to five ideas that may increase the public participation by at least 50 percent over the next three months.
3. Take each idea and make an action plan by looking at who will do what, where, how and when.
4. Write them on a flipchart.
5. Place the flipcharts on the wall.
6. Allow the councilors to walk around to look at other group's work. (You may want to break for tea now!)

Activity 6:

Methodology: Large group activity

Time: 30 mins

1. Divide the participants into two groups.
2. One group to plan a community meeting to discuss the new plan the council has for a new shopping complex that will accommodate the roadside vendors.
3. The other group to plan a hearing to discuss the issue of drug abuse in the community.
4. Each group will discuss -
 - i) the logistics of the meeting
 - ii) the meeting/hearing procedure
 - iii) how and when will the community be informed of the activity?
 - v) arguments to support the councils stand on the issue
 - vi) answers to possible questions that may be raised at the community meeting/hearing
5. The large group returns.
6. Each group will share their plan, the others ask questions and/or add comments.

General Comments & evaluation:

10 mins

HANDOUT #1 - PUBLIC PARTICIPATION

ORGANIZING A COMMUNITY MEETING

Several activities need to be planned and put in place before a community meeting can take place. But not all activities have to follow one another. Some activities need to be done before others can follow and some activities can be done at the same time. No event (like the community meeting) can take place until all previous activities have occurred.

Place in order the following tasks according to what you think needs to be done first, second, etc. and which ones can be done at the same time.

- Hold a planning meeting of all staff and council, going into detail of action planning
- Send letters/invitations to the community members, including a questionnaire asking them for suggestions for agenda items
- Reserve the venue
- Evaluate with staff and council, changes that they would have made in the community meeting
- Pick up TV and VCR
- Pay the bills for the venue etc.
- Community meeting begins
- The council meets to discuss the purpose of the meeting and chooses speakers and materials needed for the community meeting
- Materials are collected together to take to the community meeting
- Reminders are sent to the councilors about the planning meeting
- Return the TV and VCR
- Reminders are sent to the community about the meeting, giving time, place and date
- Make reservation for TV and VCR
- Reconfirm the meeting venue; check if there are enough chairs etc.
- Send letter requesting guest speakers
- Make copies of handouts to be given out

CONDUCT OF MEETING

OBJECTIVE:

To provide guidelines to Local Government Councilors on how they can organize and conduct efficient, well-planned and participatory meetings with emphasis on decision making and measurable results.

SUGGESTED TIME: 180 minutes

INTRODUCTION:

Methodology: Lecture **Proposed time:** 10 mins

As elected councilors, one of the most important jobs you have is attending meetings, where decisions that affect the entire community you serve are made. Each elected councillor and each staff contributes toward the effectiveness of council meetings.

One of the first steps you have to take, is to familiarize yourself with the procedure of council meetings. What are the procedures? (Allow time for response, write the suggestions on a flip chart. The following points should be brought out. The rules of procedure are guidelines that deal with issues such as:

- Time, place and date for regular (or statutory) meetings.
- Provision for special and/or emergency meetings - who can call for such a meeting and how they go about it.
- Order of business - what items are discussed and in what order - when and how new items can be added to agenda and how changes can be made. (See the standing order handout)
- Meeting procedure - how consultation will take place and decisions made - When and how exceptions to meeting procedure are applied.

For those of you who are elected to this office for the first time, it may take you a few meetings to get comfortable. Don't give up. If you have become frustrated at meetings, why do you think that is? Ask questions to clarify anything you are not sure about. There may be other councilors who may have the same questions who are shy or fearful of voicing out their doubts sometimes.

Activity # 1

WHAT BEHAVIOR MUST COUNCILORS PRACTICE IN MEETINGS TO MAKE THEIR MEETING EFFECTIVE, WHERE EVERYONE'S VIEWS ARE HEARD?

Methodology: Conversation Method **Proposed time:** 50 mins

Material Needed: 6"x6" Index cards, markers, tape.

Ask each councillor to write down three qualities that he/she must practice at meetings. Give one example, patience, and discuss reasons why and how patience will encourage participation at the meeting. Give about 4-5 minutes.

- 1) Divide the councilors into small groups of three.
- 2) Ask the group to discuss their list, giving reasons for their choice of qualities.
- 3) Each group decides on the three most important qualities. Give each group three 6" x 6" index cards/paper and a marker.
- 4) Ask each group to write one quality in each card.
- 5) Ask the group to arrange the cards in order of priority.

The facilitator collects one card from each group at a time and paste them on the wall or flip chart. Ask the group to share how this quality can improve participation. Discussion questions could include: what is the result when this quality is not practiced? Ask if any other group had the same quality. Some of the qualities that need to be discussed are: Punctuality, moderation, courtesy, patience, task focused, nonjudgmental, honesty, nonpartisan etc. If some of these qualities are not brought out by the group (some may come out with different names, or many others not included here may be added by the group), the facilitator should include it and ask the group if that quality will add to increased participation at council meeting.

Allow about 15 minutes for this part.

Discuss also how the council members can help each other to practice these qualities. Discuss the nonverbal cues such as our facial expression, posture, dress-code, body language etc. that reflect attitude. How can we give recognition and reward when these qualities are practiced?

Allow 10 minutes for this part.

Activity # 2

METHODOLOGY: FISH BOWL EXERCISE **Proposed time:** 35 mins

The facilitator selects a group of councilors who are given the task of holding a council meeting to discuss the issue of garbage disposal in their community. One person in the group is identified as the chairperson. The group is given 15 minutes for this exercise. The facilitator asks one half of the observing group to record the positive qualities practiced and the resulting effects in the meeting environment and the other half to make note of undesirable elements (the lack of the qualities) and the resulting effects. Each group is given five minutes to discuss their findings and select a rapporteur. The fish bowl group will discuss: what helped and what hindered our decision making? Was there a need for more or less structure to help members become more productive to the group? Each rapporteur is given five minutes to report the group's findings.

Scenario for Fish bowl exercise:

The members of your community are using the only trench in the village for garbage disposal. This is creating a problem of flooding during the rainy season. The farmers are also complaining that in the dry season they are unable to use the trench water for their field due to the severe dumping of garbage. The council does not have the financial capacity to constantly clear the trench using the dregline. What can the council do? How can they share the effects of this problem with the community? What other ways can they suggest to the community for the disposal of garbage?

Standing order for the fish bowl exercise:

- 1) Each member speaks once for two minutes.
- 2) Councillors will be given a second opportunity to speak, for one minute, after each councillor has had their first opportunity.

CONSULTATION - GROUP DECISION MAKING PROCESS:

Methodology: Lecture **Proposed time:** 10 mins

Consultation is a process for producing a decision in order to accomplish some definite purpose. It involves a sharing and interaction of thoughts and feelings in a spirit of respect and harmony. Consultation aids decision making and conflict management. Consultation requires the disciplined use of communication skills. The germ of an idea develops through changes from each contribution. The idea is to produce the best possible results that can be obtained from the minds, the backgrounds, the feelings and hearts of those participating. Consultation has a purpose; talking, listening and communication are the skills which can move an idea toward that objective. Yet no matter how well-developed these skills are, they become useless if they do not result in decisions.

PROCESS OF CONSULTATION:

1. Identify the problem.
2. Accept responsibility (is it our problem?)
3. Gather the facts
4. Discuss the causes
5. Principles/ policies that can guide us
6. Alternative solutions- obtain as many views/options to allow for decision making.
7. Select the most appropriate solution
8. Implement
9. Evaluate

HANDOUT # STEPS IN DECISION-MAKING PROCESS

1. UNDERSTAND

- I Search out the facts
- II Do not insist upon your own opinion
- III Express your own thoughts
- IV Not allowed to belittle the thoughts of another

2. DECIDE

- I Evaluate the advantages and disadvantages of each option/idea
- II Decide on the best option

3. EXECUTE

- I Decision made is not the decision of the majority but the decision of the group
- II Everyone is under obligation to help carry it out and make it work
- III Making it work is part of the decision
- IV While individuals carry decisions out, responsibility for success or failure belongs to the group

If the decision is applicable, then the problem is solved, the goal is achieved. If the decision does not solve the problem then a new understanding is achieved, and the process continues.

HANDOUT # 1 - CONDUCT OF MEETING

MEETING MANAGEMENT

Circle the appropriate for each statement as you have experienced it.

1. Objectives of our meetings are
Vague 1 2 3 4 5 6 Clear
2. Meeting objectives are written down or posted for all participants to see.
Rarely 1 2 3 4 5 6 Always
3. Meetings start on time
Rarely 1 2 3 4 5 6 Always
4. Meetings finish on time
Rarely 1 2 3 4 5 6 Always
5. Time at our meetings is used
Poorly 1 2 3 4 5 6 Extremely well
6. Participation at our meetings is
Narrow 1 2 3 4 5 6 Broad
7. The way members listen to one another is
Casual 1 2 3 4 5 6 Attentive
8. It is rare that a member's idea is ignored
Agree 1 2 3 4 5 6 Disagree
9. The atmosphere of the meeting encourages creativity and participation
Agree 1 2 3 4 5 6 Disagree
10. Members' contribution and participation receive recognition, encouragement and support
Agree 1 2 3 4 5 6 Disagree
11. In our meetings we search for solutions not scapegoats.
Often 1 2 3 4 5 6 Rarely
12. Meetings produce decisions
Often 1 2 3 4 5 6 Rarely
13. Decisions made at meetings are carried out
Often 1 2 3 4 5 6 Rarely
14. We evaluate the effectiveness of our meetings
Often 1 2 3 4 5 6 Rarely
15. Members are clear on decisions made and recorded
Often 1 2 3 4 5 6 Rarely

HANDOUT #2 CONDUCT OF MEETING

Standing Orders

According to statutes each NDC should have a standing order agreed upon unanimously. If not, they should make one for their benefit.

The regular format is as follows:

1. Call to order
2. Prayer/Pledge
3. Excuses
4. Announcements
5. Minutes
6. Correction of Minutes
7. Confirmation of Minutes
8. Matters arising
9. Correspondences
10. Reports from Committees
 - a. Adoption of reports
 - b. Discussion of reports
11. Motion and Questions (any other business)

Rules of Conduct of a meeting are to be decided on by councilors with some broad guidelines.