



**GUAM ETHICS COMMISSION**  
*Kumisión i Ginihan Areklamenton Guåhan*  
Government of Guam

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Transmitted Via Electronic Mail

November 25, 2024

Honorable Lourdes A. Leon Guerrero  
Governor of Guam  
Office of the Governor  
513 W. Marine Corps Drive  
Hagåtña, Guam 96910

Honorable Therese M. Terlaje  
Speaker, 37th Guam Legislature  
*I 'Mina Trentai siette Na Liheslaturan Guåhan*  
Guam Congress Building  
163 Chalan Santo Papa  
Hagåtña, Guam 96910

Honorable Benjamin J. F. Cruz  
Public Auditor  
Office of Public Accountability  
238 Archbishop Flores St. Suite 401 DNA Bldg.  
Hagåtña, GU 96910

Honorable Douglas B. Moylan  
Attorney General of Guam  
Office of the Attorney General of Guam  
590 S. Marine Corps. Dr. Suite 901  
Tamuning, Guam 96913

Re: Completion of Educational Program Required for Boards and Commissions – 5 GCA  
Chapter 43§ 43116

*Håfa Adai* Governor Leon Guerrero, Speaker Terlaje, Public Auditor Cruz, and Attorney General Moylan,

On behalf of the Guam Ethics Commission, I am pleased to share that all Commissioners of the Guam Ethics Commission have successfully completed their annual education program as mandated by 5 GCA Chapter 43 § 43116. A copy of the program is attached.

If I can provide further assistance or clarification, please feel free to contact me through email at [jesse.quenga@ethics.guam.gov](mailto:jesse.quenga@ethics.guam.gov).

*Si Yu'os Ma'ase!*

JESSE JOHN QUENGA, CM<sup>®</sup>, LPEC  
Executive Director

Enclosure: Guam Ethics Commission Annual Education Program Training Material

Cc: Christopher A. Cruz, Chairman – Guam Ethics Commission

# Education Program


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Jesse J. Quenga



# Agenda

- I. Procurement Law – Updates\*
- II. Five Steps to Being a Better Board Member
- III. Parliamentary Procedure
- IV. Good & Bad Characteristics
- V. Working with the Governor & Building Partnerships with Legislature
- VI. Self-Evaluation

A photograph of the Guam Congress Building, a modern white structure with a flat roof and large windows. The building is set against a blue sky with white clouds. In the foreground, there are concrete steps leading up to the entrance, flanked by metal railings. A small planter with yellow flowers sits on the steps. To the right, a large white wall features the building's name in dark blue letters. A palm frond is visible on the far right edge.

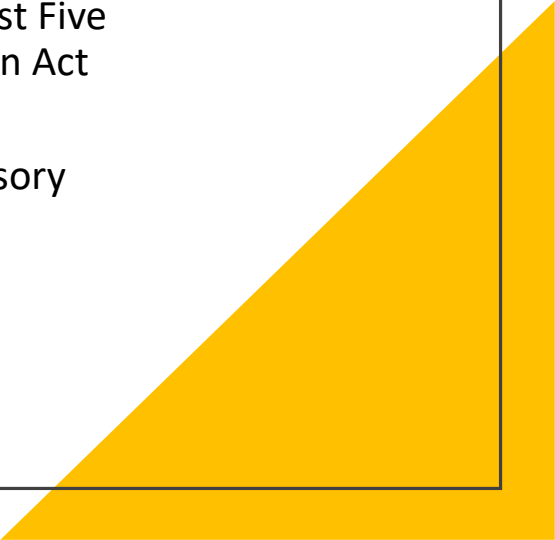
# GUAM CONGRESS BUILDING

*I Liheslaturan Guåhan*  
The Guam Legislature

PROCUREMENT LAW

UPDATES IN THE 37<sup>TH</sup>  
GUAM LEGISLATURE

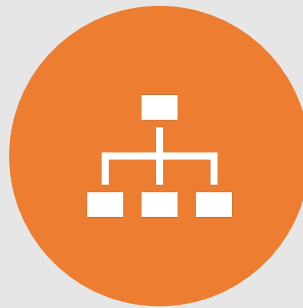
# NEW LAWS

- P.L. 36-37: Relative To The Administrative Review Of Government Of Guam Critical Procurement Contract Decisions Reasonably Expected To Cost Five Million Dollars Or More Using Funds From The American Rescue Plan Act And Or The Infrastructure Investment And Jobs Act.
  - P.L. 37-88: Relative To The Revitalizing The Guam Procurement Advisory Council To Modernize Procurement In Order To Promote Public Confidence And Achieve Best Value In Service To Our Community.
- 
- A large yellow triangle is positioned in the bottom right corner of the slide, pointing towards the top right.



# Five Steps to Being a Better Commissioner

# 1. Focus on organizational achievement



BOARD SERVICE MAKES A  
DIFFERENCE:



POINTS TO BE DISCUSSED CORRELATE  
TO IMPROVED ORGANIZATIONAL  
ACHIEVEMENT



## 2. Devote the Time

How do you perceive the time commitment is for a member of the Commission?

- Commission Meetings
- Board Policy Review / Development
- Ethics Investigations & Hearings?

No one board member is an expert in all topics

- Divide the workload by assigning topics to committees



### 3. Do Your Homework



Are you prepared  
for board  
meetings?

Are you familiar with  
an agenda item, issue,  
history, and possible  
solutions.



Are the staff  
prepared for board  
meetings?

Do you receive the  
materials in a timely  
manner.

Does the staff  
understand what is  
expected from them  
to prepare for a  
meeting?



Chair's responsibility to address

## 4. Question

- Does the Commission have a strategic plan or board policy to address the issue?
- How can the Commission measure the implementation or effectiveness of their policy?
- What are the ground rules for determining what is Commission work and what are staff responsibilities?
- What can I do to foster a positive working relationship among all members?



## 5. Make Decisions



Effective Commission Members Make Decisions.



Don't be tempted to set aside controversial topics.



A member's responsibility does not end after a vote, a member must work with colleagues to ensure the adopted policy is carried out effectively.



Robert's Rules of Order

Majority Right to Decide =  
Minorities Right to be  
Heard



Parliamentary  
Procedure

# Overview

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- Parliamentary procedure regulates how the board conducts its business during official meetings
- Most boards operate utilizing Robert's Rules of Order (Guam Legislature uses Mason's Rule of Order)
- A basic understanding of parliamentary procedure ensures:
  - Rights of all participants are protected
  - Debate is balanced
  - Business of the board is done in a fair and orderly manner

# Robert's Rules of Order

- Important points to know when participating in board/commission meetings:
  - The Agenda
  - The Chairperson
  - Making a motion
  - Making Amendments
  - Making Special Amendments

# Robert's Rules of Order

## Key terms:

- -Point of Privilege
- -Parliamentary Inquiry
- -Point of Information
- -Orders of the Day
- -Point of Order
- -Main Motion
- -Divide the Question
- -Consider by Paragraph
- -Amend
- -Withdraw/Modify Motion
- --Extend Debate
- Commit/Refer/Recommit to Committee
- -Limit Debate
- -Postpone to a Certain Time
- - Object to Consideration
- -Lay on the Table
- -Take from the Table
- -Reconsider
- -Postpone Indefinitely
- -Previous Question
- -Informal Consideration
- -Appeal Decision of the Chair
- -Suspend the Rules



## Robert's Rules of Order

### 5 biggest mistakes made using Robert's Rules of Order

- 1) Using Robert's Rules of Order as a weapon
- 2) Not teaching members the basics
- 3) Relying on just institutional knowledge
- 4) Not restating the motion, both chair and members
- 5) Going too fast through meetings (slow down, so you can speed up)

# Robert's Rules of Order

## Tip Sheet

- **Types of Motions**
- **Main Motion:**
  - Introduces items to the membership for their consideration.
  - Cannot be made when any other motion is on the floor.
- **Subsidiary Motion:**
  - Change or affect how a main motion is handled, and is voted on before a main motion.
- **Privileged Motion**
  - Bring up items that are urgent about special or important matters unrelated to pending business.
- **Incidental Motion:**
  - Provide a means of questioning procedure concerning other motions and must be considered before the other motion

# Robert's Rules of Order

## Tip Sheet

### Types of Motions Continued...

- **Motion to Table:**
  - Used in the attempt to “kill” a motion.
- **Motion to Postpone:**
  - This is often used as a means of parliamentary strategy and allows opponents of a motion to test their strength without an actual vote being taken.
  - Also, debate is once again open on the main motion.
  - Kills the question/resolution for this session - exception: the motion to reconsider can be made this session.

The background of the slide is a collage of overlapping brown sticky notes. Each sticky note has a simple smiley face drawn on it with two small green dots for eyes and a curved line for a mouth. The text is centered within a white, hand-drawn rectangular border.

# Good & Bad Characteristics

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# BAD Characteristics of a Board Member

Uncooperative/Interruptive

Not Prepared

Non-participatory (absent)

Micromanager

Disruptive

Controlling/Imposing

Conforming/Group think

Lacks Integrity

Non Communicative

Sinister

Narcissistic/Hubris/Arrogance

# GOOD Characteristics of a Board Member

Team player/Brings people together

Active listener

Supportive of department

Cordial

Fair

Accessible/Transparent

Representative of Shareholders

Adherent and knowledgeable of rules and governing laws

Role Model for each other and community

Forward thinking

Politically skilled

Prepared for meetings/Roles

Problem Solver

Passionate

Working with the  
Governor &  
Building  
Partnerships with  
Legislature

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# Stephen Parker's : 4 G's for a Good Relationship



## **Governance**

Understand the Structure



## **Goals**

Common Cause = Greater support to achieving goals



## **Glory**

Compile your work and accomplishments so that all elected officials and the public understand what you have done and why



## **Gotcha**

Do not do this! Surprising elected officials will never advance Commission policies.

# The Commission & The Guam Legislature



Build Relationships



Learn the Fundamentals of the Legislative Process



Consider Creating a Legislative Committee



Involve Organizational Stakeholders in Developing  
Legislative Priorities



Communicate Clearly and Concisely



Avoid Burning Bridges

# Legislative Do's and Don'ts

## **DO**

- Communicate regularly. Don't wait for the legislators to contact the Commission. Promote transparency and openness
- Avoid Misunderstanding. Clearly communicate "Why" those policies and "how" legislators can help
- Using your priorities, communicate clearly how the Commission hopes to accomplish these priorities
- Avoid partisan politics.


## **DON'T**

- Rely solely on the Commission staff. The board chair or all members should be familiar with legislators.
- Depend on the relationship of certain board members with specific Senators. This will pull the Commission back if either a Commissioner or a Senator leaves their position
- Promote an individual position not aligned with goals established by the Commission.

# Self-Evaluation

# Preface

**The Commission must govern and discipline itself in a way that ensures a steadfast commitment to its mission and goals**

An illustration of a person with dark hair, wearing a white shirt and grey pants, climbing a red ladder. The ladder is positioned on the left side of the frame. The person is reaching out with their right hand towards a row of five stars. The stars are arranged horizontally in the upper right quadrant. The first star is yellow, the second is blue, and the remaining three are yellow. The background is a solid teal color with several white, stylized clouds of varying sizes. A large, light blue circular area is overlaid on the left side of the image, containing the text.

## How do we measure effectiveness in leadership?

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Take time to reflect on the Commission's actions over a specified period.

- Evaluate the Commission on:
  - Roles and responsibilities of Commissioners
  - Commission operations
  - Progress toward achieving board goals

# Roles and Responsibilities of Commissioners Revisited

01

Delineate their roles and responsibilities as Commissioners

02

Identify and assess individual and Commission activities addressed within that role

03

Measure effectiveness and appropriateness of Commission activities in advancing and achieving its goals

04

Identify voids in island leadership that are areas into which the Commission can move





"NEXT ITEM - CARRYING OUT OUR OBJECTIVE SELF-ASSESSMENT"

Think about  
it...

Evaluating the Commission's operating procedures motivates the board to critically examine its structure and proceedings and to decide if they are moving the board toward its desired outcomes

# Consider these evaluation topics:



Agenda development and administration



Policymaking procedures



Alignment of the Commission's operations with its strategic plan, mission and goals



Opportunities for Commissioner development

# Progress Toward Achieving Commission Goals



## **Use Data**

Use data to drive both long- and short-term goals



## **Approve Goals**

Approve three to five annual short-term goals that are subsets of their long-term objectives.



## **Measure Satisfaction**

Measure Commission satisfaction with the achievement of the goals as well as appropriateness of the goals with respect to the Commission's mission