



Commonwealth Secretariat



## EQUITY SUSTAINABILITY PARTNERSHIP

Report of the Commonwealth Secretary-General 2009

## The Commonwealth and its members



### Member countries (as at 30 September 2009) and populations

1	Antigua and Barbuda	85,000	10	Canada	32,876,000	24	Malaysia	26,572,000	34	Papua New Guinea	6,331,000	47	Trinidad and Tobago	1,333,000	52	Vanuatu	226,000
2	Australia	20,743,000	11	Cyprus	855,000	25	Maldives	306,000	35	St Kitts and Nevis	50,000	48	Tuvalu	11,000	53	Zambia	11,922,000
	<i>(external territories: Australian Antarctic Territory, Christmas Island, Cocos [Keeling] Islands, Coral Sea Islands Territory, Heard Island and McDonald Islands, Norfolk Island, and Territory of Ashmore and Cartier Islands)</i>		12	Dominica	67,000	26	Malta	407,000	36	St Lucia	165,000	49	Uganda	30,884,000			
			13	Fiji Islands*	839,000	27	Mauritius	1,262,000	37	St Vincent and the Grenadines	120,000	50	United Kingdom	60,997,000			
			14	The Gambia	1,709,000	28	Mozambique	21,397,000									
			15	Ghana	23,478,000	29	Namibia	2,074,000									
			16	Grenada	106,000	30	Nauru**	10,000									
3	The Bahamas	331,000	17	Guyana	738,000	31	New Zealand	4,179,000									
4	Bangladesh	158,665,000	18	India	1,169,016,000		<i>(includes the territories of Tokelau and the Ross Dependency [Antarctic]; self-governing countries in free association with New Zealand: Cook Islands and Niue)</i>										
5	Barbados	294,000	19	Jamaica	2,714,000	32	Nigeria	148,093,000									
6	Belize	288,000	20	Kenya	37,538,000	33	Pakistan	163,902,000									
7	Botswana	1,882,000	21	Kiribati	95,000												
8	Brunei Darussalam	390,000	22	Lesotho	2,008,000												
9	Cameroon	18,549,000	23	Malawi	13,925,000												

2007 population figures from UNCTAD Handbook of Statistics 2008

\* Fiji Islands was fully suspended from the Commonwealth in September 2009.

\*\* Nauru is a member in arrears.

# Equity, Sustainability and Partnership

Report of the Commonwealth Secretary-General 2009



Commonwealth Secretariat

Commonwealth Secretariat  
Marlborough House  
Pall Mall  
London SW1Y 5HX  
United Kingdom

© Commonwealth Secretariat, November 2009

All rights reserved. No part of this publication may be reproduced, stored in a retrieval system, or transmitted in any form or by any means, electronic or mechanical, including photocopying, recording or otherwise without the permission of the publisher.

Published by the Commonwealth Secretariat  
Edited by editors4change  
Designed by norridgewalker.com  
Printed in the UK by H Charlesworth & Co Ltd

Wherever possible, the Commonwealth Secretariat uses paper sourced from sustainable forests or from sources that minimise a destructive impact on the environment.

Picture credits: All photos Commonwealth Secretariat except: Pages 8, 40, 50 and 64, Panos;  
Page 22, Shutterstock  
Cover: All photos Commonwealth Secretariat

Copies of this publication may be obtained from:  
The Publications Section  
Commonwealth Secretariat  
Marlborough House  
Pall Mall  
London SW1Y 5HX  
United Kingdom  
Tel: +44 (0)20 7747 6534  
Fax: +44 (0)20 7839 9081  
Email: [publications@commonwealth.int](mailto:publications@commonwealth.int)  
Web: [www.thecommonwealth.org/publications](http://www.thecommonwealth.org/publications)

A catalogue record for this publication is available from the British Library.

ISBN (paperback): 978-1-84929-010-4  
ISBN (e-book): 978-1-84859-058-8

## Contents

Foreword	4	Appendix 1: The Commonwealth and its members	84
Introduction	6		
<b>1. Democracy and Consensus Building</b>	<b>9</b>	Appendix 2: Secretariat structure and senior staff	86
Good Offices at work	9		
Democracy	12	Appendix 3: Rates of contribution and programme budgets	87
Human rights	14		
Rule of law	18		
<b>2. Economic Development</b>	<b>23</b>	Appendix 4: Resource allocations by programme	88
International trade	23		
Trade competitiveness	25	Appendix 5: Commonwealth Secretariat partners: 2007–2009	92
Debt management	26		
Reform of international institutions	28	Appendix 6: Commonwealth Family organisations	97
Enterprise and agriculture	30		
Climate change and sustainable development	31	Appendix 7: Commonwealth Secretariat published titles, July 2007 – June 2009	99
Maritime boundaries and natural resources	36		
<b>3. Public Sector Development</b>	<b>41</b>	Abbreviations	102
Governance	41		
Service delivery	43	The Commonwealth at 60	<i>Inside back cover</i>
Information and communication technologies	47		
<b>4. Human Development</b>	<b>51</b>		
Education	51		
Health	56		
Gender	58		
HIV/AIDS	61		
<b>5. Young People</b>	<b>65</b>		
Youth empowerment	65		
Youth centres	67		
<b>6. Outreach</b>	<b>73</b>		
Partnerships	73		
Communications	76		
<b>7. Strategic Direction, Management and People</b>	<b>81</b>		
Strategic direction of the Secretariat	81		
Planning, monitoring and evaluation	81		
ICT/financial management	82		
Human resources	83		



## Foreword

This year's Commonwealth season's greetings card will present two photographs side-by-side. One depicts the Commonwealth's meeting of Heads of Government, in London in 1949, representing the eight founding member countries. The other – for its diamond anniversary – will show the latest Heads' meeting in Port of Spain in 2009, representing the current membership of 53.

We have grown six-fold in 60 years, and a population of 485 million has become one of 2 billion. The Modern Commonwealth now accounts for around a fifth of the world's trade, a quarter of its countries, and a third of its population.

Sixty years is a long time, and to look at images from different epochs is to receive powerful messages. In them, we see constancy, and change. But we do not always see the beating heart within, or how an organism has grown, learned and matured, and how the spirit has endured.

The Modern Commonwealth was born of an act of extraordinary statesmanship, accommodation and vision by a handful of people. It was a body that need not have existed, but was willed into being. It was King George VI who said, with great prescience, that he hoped it would 'redound to the happiness of millions'. And it did.

It has evolved by forging new partnerships which build on the ties of history, shared values and shared aspirations.

The Commonwealth of today bears almost no resemblance to that first grouping, which met in London in April 1949, and which first brought to the world the idea of an international community. And yet, of course, the same heart beats within.

Its members still associate 'freely and equally' as independent nations. It is still built on the foundations of principle, and a commitment to tend to its small, its weak and its vulnerable. It still works towards solutions that benefit the individual member as well as the collective association, and the citizen as much as the government. It is still true to its initial pledge to pursue 'peace, liberty and progress'. It has grown into a people's organisation, embracing the wider society.

Perhaps the keys to both the constancy and the change lie in the Commonwealth's adaptability, and its dynamism. Without formal charter, its creed is a

collection of declarations over the years that seek to uplift, support and encourage, rather than to regulate or impose. They define who we are and to what we aspire, and they leave space for respect and understanding. Its true authority lies in its moral and familial moorings, and in its quiet way of collaborating as a trusted partner: the commonwealth we are willing to share is put to the common good. Its interests are those of its members, and if these are not addressed, its members will lose faith. The bravery and activism of its early years – as champion, for instance, of decolonisation and the fight against racism – gave way to equally bold and prescient stances on other causes. For instance, those of debt relief (an idea incubated by the Commonwealth is now a global fact worth over US\$100 billion); of protecting the environment (the Commonwealth's 1989 agreement was the blueprint for the Rio Earth Summit of 1992); of managing the flow of teachers and health workers (its recruitment protocols have become global standards); of safeguarding the interests of women and young people (its youth worker training and its youth enterprise programmes have had a model role far beyond its borders); of having helped create a category and a community of vulnerable states in the global trade institutions. A values-based organisation, we have seeded these values the world over, through our member countries in Africa, Asia, Europe, the Pacific and the Caribbean.

New causes present themselves in accelerating times, and urgent opportunities for the Commonwealth to continue its rich tradition of pioneering global thinking. Our Commonwealth involvement has deepened in the existential challenge that is climate change. Aspiring to maintain the highest democratic standards remains a challenge in every single Commonwealth country, where the journey continues towards systems of government – and of society – which are efficient, fair and free. In reviewing each other's progress – and on occasion in censuring and even suspending – we do so in the firm commitment to bring about the improvements needed to create stronger democratic societies for the people. We have much further to go in establishing human rights in the Commonwealth

– both in statute and in practice. We still seek a fair, rules-based multilateral world trading system. We have to face the fact that some of the largest global handicaps – of disease, and of children out of school – are borne by Commonwealth citizens. We confront myriad challenges – those of growth and development, ethnicity, faith, language, gender, access to health, education and even fresh water. And newer challenges are upon us – such as those of climate change, an increasingly urbanised society, and of food and energy security.

To all of them, we bring the same principles of partnership, and the practices of advocacy, sharing know-how and resources, and the strengthening and mobilising of our networks across five continents.

Inclusiveness, in spirit and deed, is our watchword. Our contention is that every country and every citizen has an equal right to national salvation and to its place in the sun – and that every voice should be heard.

This biennial report for the period 2007 to 2009 is testimony to some of the voices of the Commonwealth, and some of the ways in which we have trained, or tuned, or amplified them. It charts my first two years in office as Commonwealth Secretary-General: a period in which I have become more than ever convinced

## ...the common wealth we are willing to share is put to the common good

not just of the great global good that is the Commonwealth – but of the even greater, and even more global good that it can yet become.

Our rapidly transforming and inter-dependent world demands that the Commonwealth globalise its wisdom, which is why this report outlines our growing relationships with others – multilateral organisations, regional groupings, individual countries, businesses and civil society organisations that share our goals (chapter 6).

The report charts some of the triumphs – and the tribulations – in our work to strengthen democratic systems (chapter 1), to kick-start and maintain economic development (chapter 2), and to ensure the basics of health and education for men and women, boys and girls alike (chapter 4).

It talks of our investment in young people, as those who are inheriting this twenty-first century and this Commonwealth (chapter 5). Half of our population is under 25 years old, and a quarter under five. We were the first multilateral agency to set up a stand-alone youth programme, in 1974. Our work with young people – in training, mentoring and funding – has been complemented by the 'mainstreaming' of young people's affairs, with public policies and budgets to match, in our member countries. Mountains are still to be climbed: unemployment, disaffection and marginalisation – the sorry lot of millions of young people all over the Commonwealth and the world – are as debilitating for the individual as for the nation.

We look back over 60 years of the Commonwealth, at some of the highlights of what I have called our constancy and change. We are on a road which stretches infinitely before us.

I warmly thank those who journey with us. In thanking Uganda and President Museveni as Commonwealth Chair-in-Office these last two years, I look forward to working with Prime Minister Manning, and Trinidad and Tobago. We meet in Port of Spain in November 2009 in pursuit of the themes of partnership, equity and sustainability. I pay special tribute to my colleagues in the Commonwealth Secretariat, and in its fellow Commonwealth intergovernmental organisations (the Commonwealth Foundation and the Commonwealth of Learning), and in the 90-or-so non-governmental organisations around the world which bear the name Commonwealth, and share a commitment to our values and principles. Their skill and dedication are highly valued and deeply appreciated.

The value of the Commonwealth is its people – those who work for it, and those for whom they work. This report is neither about politics, nor economics, nor the social sciences. It is about people, and an association of peoples, and work which is tasked to 'redound to the happiness of millions'. This has been the Commonwealth's mission, and must ever remain so. Sixty years later, the Commonwealth has changed out of all recognition – it has benefited over the decades from fresh infusions of blood, and yet within its breast beats the same heart.

*Kamallesh Sharma, Commonwealth Secretary-General  
London, October 2009*

## Introduction

The Commonwealth Secretary-General's Report covers the work of the 53-nation association and its principal intergovernmental organisation, the Commonwealth Secretariat. It covers the period from July 2007 to June 2009, although there may be some items highlighted outside this period, where they reflect and aid the review.

The severe global economic crisis – which has resulted in the World Bank estimating a financing gap for developing countries of US\$270–700 billion, and around half Commonwealth member countries facing negative GDP growth – has made it all the more important that the Secretariat's interventions be significant, targeted and lead to concrete outcomes and results. The organisation's potential assistance and advocacy is especially crucial for its smaller members, which make up 32 of the 53.

This report is divided into seven chapters, each focusing on a core area of the Secretariat's work.

### Democracy and consensus building

Since the last report in 2007, the Secretariat has continued to build on its agenda to promote the twin pillars of democracy and development. The first chapter is dedicated to the organisation's work with member governments to place democracy and consensus building at the heart of its work. It does this through election observation, support for political dialogue, assisting the building of strong institutions that maintain the rule of law, and protecting and promoting human rights.

Significant outcomes included helping to bring about the introduction of multiparty democracy in Maldives, bolstering peace and supporting ongoing reform in Kenya, and Pakistan's return to full membership of the Commonwealth. In human rights, Secretariat support for the Universal Periodic Review of the UN Human Rights Council has been greatly valued.

The Secretariat has also targeted capacity-building of law enforcement agencies, developed model laws, and adopted measures and strategies to combat transnational crime, terrorism and corruption.

### Economic development

In the face of the global crises in finance, fuel and food, the Secretariat has encouraged and assisted economic development, which provides the focus of chapter 2. In particular, the organisation has supported countries to make their economies more competitive, more resilient and more attractive to investment. Key work is also taking place to help countries manage debt, conduct trade negotiations, support the reform of international institutions, and address climate change.

Important outcomes have included evolving the Secretariat's Debt Recording and Management System, assisting delimitation of maritime boundaries, and helping to broaden the level of participation in the reform of international institutions, so that Commonwealth members' interests (particularly those of the economically less powerful) are taken into account.

With climate change dominating the Secretariat's achievements in the area of the environment, meanwhile, the implementation of the Lake Victoria Commonwealth Climate Change Action Plan is well under way.

### Public sector development

Chapter 3 looks at the Secretariat's work in public sector development. Weak public service institutions and resource constraints continue to limit the capacity of many member countries to foster and sustain economic development, reduce poverty and achieve the Millennium Development Goals.

In the period under review, the Commonwealth Secretariat worked with these countries to advance good governance. It assisted the building of public service capacity, strengthening public institutions and improving service delivery, and supported the use of information and communication technologies (ICTs) to enable modernisation.

Some important outcomes have included the ongoing placement of experts through the Commonwealth Fund for Technical Co-operation, and the work of the Commonwealth Connects programme in enabling effective use of ICT strategies, e-governance and knowledge management.

### Human development

Despite significant progress, many Commonwealth countries still face major challenges in the areas of education, health, gender and youth development. Some two-thirds of the estimated 1.2 billion people in the world living on less than US\$1 a day are Commonwealth citizens. Of the 40 million people living with HIV/AIDS, 60 per cent are Commonwealth citizens. The Secretariat's work to address these challenges provides the focus for chapter 4.

In education, the organisation has focused its attention on member states at risk of not meeting the education Millennium Development Goals (MDGs), for example working to address teacher shortages through the Commonwealth Teacher Recruitment Protocol and helping to improve multi-grade teaching and learning processes.

Meanwhile, in health, the Secretariat has advocated and provided analysis and policy advice on issues such as maternal and child health, non-communicable diseases and e-health.

The gender programme continued its work towards encouraging gender equality and gender mainstreaming, with key successes in gender-responsive budgeting and enhancing integration of gender issues in HIV interventions.

### Young people

Young people under 30, the subject of chapter 5, constitute more than 60 per cent of all Commonwealth citizens. As part of its work to help give youth a voice in the decisions that will affect their future, the Secretariat has assisted around 40 member countries to draft youth policies. There is now also a Commonwealth Youth Caucus Representative in each of the 53 member nations, and the organisation's dedicated youth programme has made significant progress through the Youth Credit Initiative and its work with Young Ambassadors for Positive Living, an HIV/AIDS programme.

Sport continues to be an important aspect of the Secretariat's identity, with many good examples of its impact on young people and its use in tackling health issues, improving educational achievement, and leading to greater social inclusion and conflict resolution.

### Outreach

Chapter 6 looks at outreach. In the last two years, the Secretariat has significantly increased its profile and influence in international forums. It has partnered intergovernmental organisations, regional development and political groupings, governments, the media and civil society to raise the profile and global commitment to the Commonwealth's fundamental values, and to deliver development projects.

Key outcomes in this area include strengthened relations between the African Union and the Secretariat, and joint action with the World Bank to support small states.

The Secretariat has enlarged and improved its website considerably and moved its communications to full multi-media mode. Its publishing programme has produced an innovative series of discussion papers on *Managing the Health Effects of Climate Change*, and groundbreaking titles such as *Mainstreaming Gender in Social Protection for the Informal Economy*.

### Strategic direction, management and people

Vision, management, direction and human resources provide the focus of the final chapter. In order to better manage and target its work, the Secretariat has adopted a results-based approach to management. A number of major evaluation studies have been carried out, while the organisation continues to streamline its structures and procedures, at the same time improving its focus on people management and professional development.

The overall goal of this area of work has been – and continues to be – for the Secretariat to carry out the mandates given to it by member governments efficiently and effectively.

Opposition Maldivian Democratic Party (MDP) graffiti on the streets of the capital, Malé.



# 1 Democracy and Consensus Building

*The Commonwealth Secretariat's agenda is built on the twin pillars of democracy and development. The two are at the heart of the aspirations of the Commonwealth's combined 2 billion population – improving the quality and the institutions of government, and ensuring sustained improvement in the standards of living.*

*By working with member governments to help strengthen their democracies – be it through election observation, the Secretary-General's 'Good Offices' role, assisting member countries build strong institutions charged with maintaining the rule of law, or through the promotion and protection of human rights principles, best practices and a democratic culture – the Secretariat puts democracy and consensus building at the very centre of all that it does.*

In its work to promote democracy, the Commonwealth Secretariat helps build strong institutions like elections management bodies and parliaments. It works to improve the efficiency and effectiveness of democratic processes, like the regular holding of elections. To meet these objectives, the Secretariat has provided training and technical assistance and has also, on invitation, sent teams to observe elections.

The Secretariat also works through the Secretary-General's 'Good Offices', supporting political dialogue to help build peace and stability and to promote the Commonwealth's fundamental values. These values were agreed by Heads of Government in the Singapore Declaration of 1971, elaborated in the 1991 Harare Declaration, and further entrenched in the 1995 Millbrook Action Programme on the Harare Declaration.

to resolve issues through dialogue. Good Offices work addresses a range of issues and is supported by technical assistance from across the Secretariat, and beyond, in areas as diverse as constitutional and judicial reform, democracy, gender, human rights and youth. The Secretariat has an especially important role to play in maintaining its reputation as a discreet and 'trusted partner', engaging directly with parties, facilitating political dialogue within member countries, and not seeking to raise such engagement unduly in public.

Good Offices work requires time, as it seeks to build positive relationships among parties and groups where misunderstandings may have arisen and triggered tension. In some cases, the Secretary-General appoints a Special Envoy to lead Good Offices engagements in member countries, supported by staff from the Commonwealth Secretariat.

## Good Offices work requires time, as it seeks to build positive relationships among parties and groups

The Good Offices programme uses political dialogue and a range of other measures to address the immediate and underlying causes of tension or conflict, to help prevent a situation from deteriorating into violence. Where violence has already erupted, the programme seeks to help encourage the reduction of violence, or reconciliation after violence, and works with parties

### Good Offices at work

In the period under review, the Secretary-General assisted several member countries to tackle political challenges.

In Maldives, the Secretary-General helped to foster political dialogue and bring about the introduction of multiparty democracy.

The Commonwealth was also engaged during the Ghanaian elections of December 2008, working behind the scenes through the respected Chair of the Commonwealth Observer Group, Baroness Amos, to calm the situation and promote acceptance of election results that the organisation deemed credible – whichever way they went.

### Good Offices for peace in Maldives

The Commonwealth Secretariat has had a longstanding and positive relationship with Maldives since it joined the Commonwealth in 1982. Since 2005, Secretariat engagement with the people of Maldives and the government has focused on assisting them with the challenges faced during their democratic transition. Against a background of pressure for democratic reform, the Special Envoy of the Secretary-General, Tun Musa bin Hitam, former Deputy Prime Minister of Malaysia, visited Maldives several times to promote political dialogue between the different political parties and encourage the continuation of substantive democratic reform.

Of special significance in Maldives was the Secretariat's engagement with leaders from across the political spectrum. Sustained exchanges, and the established Secretariat tradition of working closely and discreetly with stakeholders, both enabled and reinforced access at the highest levels. The Secretariat provided specialist constitutional, electoral and legislative advice, along with technical assistance to support the democratic reform process launched by the government. This support bolstered other ongoing work supporting public sector reform.

Following the January 2005 parliamentary elections in Maldives, a Secretariat expert team had noted the 'democratic deficit' created by the absence of multiparty democracy, fundamental freedoms and separation of powers. The team fully supported the proposed discussions and democratic reforms. It requested that the Commonwealth Secretariat and associated agencies support this reform process with a view to strengthening democratic institutions in Maldives.

Working with international partners and member governments since 2003, the Secretariat's democracy work, such as assisting with constitutional and legislative drafting, played a part in the country's own efforts gradually to introduce new traditions and practices and

usher in a new era of multiparty democracy. This work culminated in the development and adoption of a new constitution in Maldives in August 2008, which guaranteed multiparty politics and the protection of many fundamental rights and freedoms.

The Secretariat also observed the historic presidential and parliamentary elections in Maldives, held in October 2008 and May 2009 respectively. Reporting on the presidential election, the Commonwealth Observer Group stated that the poll displayed a 'high level of inclusiveness, transparency, participation and competitiveness'. The implementation of many recommendations made by Secretariat and other observer missions to previous elections also contributed to significant improvements in the electoral process and illustrated the considerable strides the country had made with the support of international partners, including the Secretariat.

Co-operation and collaboration in support of Maldives occurred on issues of common concern with both domestic and international partners, including other Commonwealth member countries, the European Union, and international organisations including the United Nations Development Programme and the Office of the High Commissioner for Human Rights.

During his inauguration address on 11 November 2008, the new President of the Republic of Maldives, Mohamed Nasheed, commented that the smooth and peaceful democratic transition achieved by Maldives was exceptional. Working with the people and government in Maldives, the Secretariat has focused on consolidating multiparty democracy, building respect for human rights and strengthening the rule of law through the provision of a framework for peace and stability. The fundamental principles of the Commonwealth continue to drive the partnership with the people and government of Maldives.

In Kenya, the Secretariat supported peace initiatives led by former United Nations Secretary-General Kofi Annan and the Panel of African Eminent Personalities in the aftermath of the disputed 2007 elections. The Secretary-General continued to engage directly with the Kenyan political leaders to bolster peace. The Secretariat continues to work closely with the Kenyan Government, African Union and the UNDP to support ongoing reform work.

A Commonwealth Observer Group (COG) was present in Kenya during those December 2007 general elections and it was the COG Chair, former President of Sierra Leone Tejan Kabbah,

that played an important role in days following the poll, meeting all political leaders to advocate dialogue and restraint. In April 2008, the Secretary-General met Kenya's political leaders and urged consolidated and decisive advance in the process of reconciliation following the swearing in of a power-sharing cabinet.

Then, in July 2008, the Secretariat pledged to assist Kenya by giving support for constitutional and electoral reforms, and in other areas of governance.

It has to be noted that opportunities to help countries through Good Offices are contingent on requests from their governments, or at least their willingness to accept such assistance.

### Current engagements

The Secretary-General's ongoing Good Offices work resulted in notable achievements in a number of other areas in member countries.

- **Cameroon.** The Secretariat assisted to institute penal and judicial reform in Cameroon and will continue to support the development of the justice and penal sectors. An independent election management body was also established as a result of the Commonwealth's engagement.
- **The Gambia.** The Secretariat's focus has been on strengthening democratic processes and institutions, including the judiciary, through the provision of Commonwealth judges and prosecutors. Sustained engagement led to the development and implementation of a Judges Bill and Code of Ethics for the judiciary.
- **Lesotho.** The Secretariat continued to provide ongoing support to SADC, as well as local political and civil society leaders on efforts to encourage

long-term political reconciliation for sustainable development. The organisation also supported workshops for the Cabinet and all opposition politicians on the mixed-member proportional (MMP) parliamentary system, as part of ongoing assistance in light of the political impasse that transpired after the 2007 general election.

- **Swaziland.** The Secretariat continued to provide support for the implementation of the Commonwealth Assistance Programme (CAPIS) in collaboration with the United Nations Development Programme (UNDP) Swaziland, including developing the capacity of parliamentarians to support the implementation of the constitution and technical support for the administration of justice.
- **Tonga.** The Secretary-General's Special Envoy, Sir Douglas Graham, provided technical advice and facilitated political dialogue from 2002 to 2007 between the government, nobles and

### CMAG protects the Commonwealth's fundamental values and principles

Heads of Government decided to establish the Commonwealth Ministerial Action Group in Auckland, New Zealand, in 1995 to deal with 'serious or persistent violations' of the principles contained in the 1991 Harare Declaration, in which leaders reaffirmed their commitment to work 'with renewed vigour' to protect and promote 'the fundamental political values of the Commonwealth'. The Group is convened by the Secretary-General and made up of foreign ministers from nine countries.

In the period under review, there were two countries on CMAG's agenda: Pakistan and Fiji.

#### Pakistan

At their meeting in Malta in 2005, Commonwealth Heads of Government noted that one individual holding the offices of both Head of State and Chief of Army Staff is incompatible with the basic principles of democracy and the spirit of the Commonwealth's agreed principles. They reiterated that until the two offices were separated, the process of democratisation in Pakistan – where General Pervez Musharraf was at the time both President and Chief of Army Staff – would not be irreversible.

November 2007 saw a state of emergency declared in Pakistan, and the country's re-suspension from the Councils of the Commonwealth. Shortly thereafter, CMAG welcomed President Musharraf's action in giving up his role as Chief of Army Staff and the lifting of the state of emergency. The Group also commended the holding of parliamentary elections in the

country in February 2008, which were found by most observers present to be reasonably credible and accepted by all parties.

In May 2008, CMAG agreed that the Government of Pakistan had taken positive steps to fulfil its obligations in accordance with Commonwealth fundamental values and principles, and Pakistan's full membership was restored. It was also removed from the CMAG agenda.

#### Fiji

Following the military overthrow of the democratically elected government, Fiji was suspended from the Councils of the Commonwealth in 2006. In May 2008, CMAG reiterated that it was essential that elections be held by the deadline of March 2009, as agreed between the Pacific Islands Forum and the interim government. Elections did not, however, take place and CMAG subsequently deplored the fact that Fiji remained in contravention of Commonwealth values and principles.

At the end of July 2009, CMAG noted that Fiji's situation had deteriorated strikingly with the purported abrogation of its constitution and further entrenchment of authoritarian rule. It also expressed grave concern at the regime's intention to further delay a return to democracy by more than five years. Fiji was fully suspended from the Commonwealth on 1 September 2009. The Secretariat has nonetheless remained engaged with Fiji to support and promote inclusive political dialogue and the return to civilian constitutional democracy.



people's representatives on democratic reform issues. The organisation continues to work closely with the government and political groups to offer its support for the ongoing programme of democratic reform.

### Democracy

The holding of credible elections is one of the significant elements of democratic processes agreed by leaders and enshrined in the Harare Declaration. The Commonwealth Secretariat works with its members to build strong institutions that secure the credibility of elections, electoral management bodies and the entire electoral process.

At the invitation of governments, the Secretary-General sent observer groups and expert teams to several countries to observe elections, and leaders in these countries acknowledged that the Secretariat had played an important role in assisting them to improve the political playing field ahead of the elections, or that it had been a key player in lowering the political temperatures after the elections had been held.

One of the most notable successes in this respect was when, after an unprecedented two years of a caretaker government, parliamentary

elections were called in Bangladesh for December 2008. The Secretary-General constituted a Commonwealth Observer Group to observe these significant elections. A 16-member Observer Group concluded that the elections were credible, and welcomed the fact that the polls enabled the re-constitution of parliament and the resumption of normal democratic life in the country.

A full list of countries where Commonwealth Observer Groups or observer teams were deployed is provided separately in this chapter.

Representatives of civil society, young people and women are invariably included in observer groups, in addition to parliamentarians and electoral experts.

### Technical assistance projects

The Commonwealth Secretariat also conducted various technical assistance projects, which included sending:

- An expert to support the electoral commission on voter education for Sierra Leone's 2007 and 2008 elections,
- An election expert to support the Election and Boundaries Commission of Swaziland for the 2008 elections,
- A media expert to support Malawi Electoral Commission for the 2009 elections,
- Two experts to offer training on election observation for the Human Rights Commission of Maldives, and
- An election expert to offer advice to Maldives on drafting election-related legislation.

### Government and opposition workshop in West Africa

The Secretariat held a workshop on Government and Opposition for politicians in West Africa in Abuja, Nigeria, in June 2008. It brought together politicians from Ghana, Nigeria, Sierra Leone, Cameroon and The Gambia, and also included Liberia as a special case. The workshop, carried out in co-operation with the Commonwealth Parliamentary Association, succeeded in helping politicians on both sides of the fence to understand their roles and responsibilities in a vibrant and robust democratic political environment.

### Respect for voters' decision allows democracy to shine through

John Kufuor, former President of Ghana\*

Democratisation is an evolutionary process. It takes time. There are many examples all over the world where countries have fought hard to establish the political systems they now enjoy.

Within Africa I see improvements every day, but because nations have unique histories and are not at the same level in terms of socio-economic development, they are inevitably at different stages of entrenching democracy.

Despite some problems I am optimistic. Globalisation is the destiny of humanity and as more and more countries feel its benefits, so too will they experience living in fully inclusive, democratic societies. Advances in everything from communications to

technology allow everyone to act as a witness for what is happening all over the world. This ensures that no country is ignored by the international community as they tread the path to democracy.

Commonwealth Observer Groups have an important role to play in this evolutionary process before, during and after elections in a country. I was therefore pleased to be asked by Secretary-General Kamalesh Sharma to chair the Commonwealth Observer Group for Malawi's general elections, which were held in May 2009.

Commonwealth Observer Groups are well regarded as having a positive impact on the ground and this was no exception. Our presence, as well as that of other international and domestic observer groups with whom we co-operated closely, was felt on a number of levels from politicians to voters.

The cumulative experiences of the observers on the Secretariat's team provided us with great versatility. The editor and publisher of a leading newspaper in Bangladesh, a former chief electoral officer from New Zealand, an international governance expert from Canada and the vice-president of the Human Rights Commission in Maldives were among the members of our group, each of whom brought much to the table and provided numerous positive contributions to the report.

Before the election, we were presented with a thorough background report by the Secretariat's staff team who had already visited the country. We then met leading political, civil society and media figures who offered their perspectives.

On election day itself we visited a number of polling stations across the country. One common feeling we came away with was the exceptional conduct of the electorate, who ensured the process went smoothly. Voters knew what they wanted from the election and behaved in an orderly way to ensure this desire was realised. I was delighted to be able to report a successful conclusion to the process.

My experience in Malawi came only months after my then ruling party had fought an extremely closely contested election for the presidency in Ghana. My party lost. My attitude at the time remains the same now: that the constitution and rule of law in a country must be upheld if democracy is to triumph. When people went to the polls in Ghana and cast their votes, my party and I respected and accepted their decision. That respect, which was also seen in Malawi, must always be present if democracy is to shine through.

\* John Kufuor, former President of Ghana, was Chair of the Commonwealth Observer Group for the Malawi general elections, held on 19 May 2009.



Commonwealth observers, led by former Ghana President John Kufuor, at a polling station in the tea growing district of Thyolo in southern Malawi, 19 May 2009.

### Observer group deployment by the Secretary-General

The following Commonwealth Observer Groups (COGs) and Commonwealth Expert Teams (CETs) were deployed in the period November 2007 to May 2009:

- Kenya general election – Observer Group, December 2007
- Belize general election – Expert Team, February 2008
- Sierra Leone local government elections – Expert Team, August 2008
- Swaziland national elections – Expert Team, September 2008
- Maldives presidential election – Observer Group, October 2008
- Bangladesh parliamentary elections – Observer Group, December 2008
- Ghana parliamentary and presidential elections – Observer Group, December 2008
- Antigua and Barbuda general election – Expert Team, March 2009
- Maldives *Majlis* (parliamentary) elections – Expert Team, May 2009
- Malawi parliamentary and presidential elections – Observer Group, May 2009

In some instances, such as in Kenya, Bangladesh, Ghana and Malawi, a pre-election assessment visit was also conducted.

### Membership

At the Kampala CHOGM of November 2007, leaders agreed core criteria for the admission of new members. They said that an applicant country should, as a general rule:

- Have had an historic constitutional association with an existing Commonwealth member, save in exceptional circumstances,
- That in exceptional circumstances, applications should be considered on a case-by-case basis,
- That an applicant country should accept and comply with Commonwealth fundamental values, principles and priorities as set out in the 1971 Declaration of Commonwealth Principles and contained in other subsequent declarations,
- That an applicant country must demonstrate commitment to: democracy and democratic processes, including free and fair elections and representative legislatures; the rule of law and

independence of the judiciary; good governance, including a well-trained public service and transparent public accounts; and protection of human rights, freedom of expression and equality of opportunity,

- That the applicant country should accept Commonwealth norms and conventions, such as the use of the English language as the medium of inter-Commonwealth relations, and acknowledge Her Majesty Queen Elizabeth II as the Head of the Commonwealth.

Leaders also endorsed the steps an applicant country must undergo to be a member. These processes are: an informal assessment undertaken by the Secretary-General; consultation by the Secretary-General with member governments; an invitation to the interested country to make a formal application; and a formal application presenting evidence of the functioning of democratic processes and popular support in that country for joining the Commonwealth. Member governments then make a formal decision on the application.

Rwanda was the first country to express its interest in membership of the Commonwealth under the new guidelines. The issue is presently under consideration.

### The challenge for democracy and Good Offices

The world of international advocacy is confronting the 'three Fs' – the financial crisis, food crisis and fuel crisis all transcend national boundaries and are felt at a global level. They have repercussions that require input from the Secretariat. A failure to support countries in tackling these fundamental challenges could result in threats to democratic order, which could then become a subject of Good Offices interventions. Small member states are particularly vulnerable to economic and environmental pressures, which could in turn have political ramifications. The work of the next two years will be to find opportunities for the Commonwealth Secretariat to be a more proactive leader and to provide support for member countries to assist them tackle potential challenges before they turn into crises.

### Human rights

The Commonwealth Secretariat is committed to the promotion and protection of fundamental human rights. It does this by raising awareness about

## ... the financial crisis, food crisis and fuel crisis all transcend national boundaries ...



*Rwanda's application to become a Commonwealth member is currently under consideration.*

### South-East Asian police receive human rights training

In June 2009, the Commonwealth Secretariat held a training workshop in human rights for police trainers and other enforcement personnel from South-East Asia. Jointly conducted with the Government of Malaysia, the workshop promoted the concept of protection of human rights by increasing the awareness of human rights issues in policing.

This training programme for police personnel from the Association of South-East Asian Nations (ASEAN) sought to integrate human rights into training curricula by drawing on experiences from around the Commonwealth. It raised awareness of how human rights standards, principles and practices have a direct relationship with the everyday practicalities of policing.

Police have to handle crowd management, arrest and detention, search and seizure, investigations, the use of force, and deal with crime suspects and victims. Their knowledge of international human rights standards and obligations is critical in the efficient and effective execution of their duties to maintain law and order. The human rights training programme enabled police officials to develop a better understanding of accountable and effective policing through the study of universally accepted human rights standards and practices.

The Secretariat's training for police services on human rights has remained highly popular, with more than 40 members, across all regions, having received this technical assistance. In 2009, this training has to date been conducted in Mauritius, Maldives, Seychelles, Solomon Islands and Papua New Guinea.

Other groups that received training on human rights in the two years under review were magistrates and judges in Malawi, government officers in Maldives and journalists in The Gambia.

human rights and human rights principles, promoting best practices on human rights, capacity-building, and publishing and disseminating human rights information.

The Secretariat conducts capacity-building to assist member countries to see the importance of human rights in all areas of work. It assists in the implementation of international human rights standards on the ground, and in strengthening key institutions in member countries that protect and promote human rights, including government agencies, national human rights institutions and human rights non-governmental organisations (NGOs). Such support takes place through technical assistance and policy advice, and enhancing regional and pan-Commonwealth networks and structures that complement the activities of these national mechanisms and systems.

The Secretariat is actively looking at how countries can respond appropriately to climate change from a human rights perspective. Climate change will affect everyone, but will have a devastating impact on small island states such as Maldives, Kiribati and Tuvalu, where salination and eroding shorelines pose existential threats.

Human rights underpin the Secretariat's work – with work in the fields of democracy, development,

the environment, institutional development, young people and gender all clearly affected. The Secretariat's strategic plan recognises this fact in its commitment to mainstreaming human rights issues and adopt a rights-based approach to development by 2012.

### Progress on human rights

In the two years of this review, the Secretariat has increased technical and policy advice to governments on human rights, strengthened capacities of key national institutions to monitor and protect human rights, and assisted in the ratification and implementation of international human rights instruments.

The Secretariat also increased awareness of international human rights standards and obligations and took a lead in assisting member countries in preparation for, and participation in, the Universal Periodic Review (UPR) of the UN Human Rights Council (with support from the UK Foreign and Commonwealth Office).

This Review, for the first time, explores the human rights situations in all UN member countries, regardless of size or wealth. It allows human rights records of members, including the 53 from the Commonwealth, to be reviewed every four years.

That process has great potential in establishing a level playing field for the promotion of human rights standards and practice. The Secretariat held a workshop in Barbados in October 2008 so that all 12 Commonwealth Caribbean countries could learn from Tonga, the UK and Zambia, which had already been through the Review process in Geneva.

The Barbados workshop was one of four training events organised by the Secretariat to promote awareness of the Review process and

## The Secretariat's aim is to have Commonwealth-wide ratification of universal human rights protections

good practice. The Secretariat participated in a fifth event that was organised by the Government of New Zealand, for Pacific states. The latest such Secretariat event took place in Malawi in September 2009.

The workshops encouraged a three-way conversation between representatives from governments, human rights institutions and NGOs. A new publication to assist with this process,

### Human rights and climate change

A discussion paper was published in July 2009 by the Secretariat entitled *Human Rights and Climate Change*. This draws attention to some pressing questions about the human rights implications of climate change. Environmental problems such as desertification, salination and eroding shorelines are already affecting some Commonwealth citizens' right to life, shelter and health, and legislation has not yet been introduced to cover the rights of people forced to migrate because their country has ceased to exist.

One of the key messages from the paper is that the powerful countries must listen to the powerless, and that for meaningful participation in the debate, affected people and communities need access to information.



entitled *Universal Periodic Review of Human Rights: Towards Best Practice*, has also recently been released. It aims to showcase best practices in preparation for the UPR, and to take forward the recommendations and commitments that come out of the process. The Commonwealth Secretariat's approach has been taken as a model by the UN and other agencies.

The next phase of the Secretariat's work in human rights will focus on implementation of the recommendations from the review, which have been accepted by the countries under review. The Secretariat is discussing follow-up with Mauritius, Malaysia and Vanuatu on a variety of areas of human rights work. The first year of UPR has seen a notable array of ratifications of international human rights treaties among Commonwealth countries. However, responding to the many requests the organisation is now receiving to assist with UPR implementation is a massive project, which the Secretariat is unable to manage with its present capacity in the area of human rights.

### The Status Report

In the context of the 60th anniversary of the Universal Declaration of Human Rights in 1948, the Commonwealth held a special celebration at Marlborough House to mark the event with an evening of poetry, opera, drama and dance. To mark the occasion, a publication entitled *Human Rights in the Commonwealth: Status Report* was launched. The publication presents easily accessible information about all 53 member states, pulling together knowledge from the public domain such as details on how ratification of the eight major human rights instruments is spread in the Commonwealth, the availability of key institutions responsible for the protection of human rights, and participation in Commonwealth Secretariat activities on human rights.

Not all Commonwealth countries have signed or ratified the two major international human rights covenants: the International Covenant on Civil and Political Rights, and the International Covenant on Economic, Cultural and Social Rights. These two covenants combined with the Universal Declaration of Human Rights comprise the International Bill of Rights and form the basis for universal protection of human rights. The



Women voters in Bangladesh, where the Commonwealth observed parliamentary elections in December 2008.

Secretariat's aim is to have Commonwealth-wide ratification of these universal protections.

In 2006, under the Secretary-General's Initiative on Human Rights, the Secretariat sought to encourage and assist the then 22 Commonwealth countries that had not ratified these two major instruments. The organisation's work targeted these countries. To date, further Commonwealth countries, including Pakistan, Papua New Guinea, Samoa, Vanuatu and The Bahamas, have signed or ratified one or other of these key treaties and a number of countries have ratified other human rights instruments, including the new treaty on the rights of persons with disabilities.

### Commonwealth Forum of National Human Rights Institutions

Another new development has been the Commonwealth Forum of National Human Rights Institutions, a network which had its first meeting at the Kampala CHOGM in November 2007. Since then, the Forum, supported by the

Secretariat, has met in the margins of other international meetings, providing an opportunity for new human rights officials to learn from others. The Forum, whose website launch was co-hosted by the New Zealand Human Rights Commission in January 2009, has a new collective voice and comments on issues of concern in members' countries.

The Secretariat has also advised countries, such as Bangladesh, Papua New Guinea, Seychelles and Solomon Islands, on establishing National Human Rights Institutions.

### Young people and human rights

Looking ahead, the Secretariat plans to produce teaching materials for primary and secondary schools, so that this important segment of society can learn about both their rights and their obligations. The organisation will also prioritise its work further to assist small states such as Maldives, Mauritius and Solomon Islands, which are keen to embrace human rights reform.



A five-day human rights training for Seychelles Police officials was opened on 17 August 2009 at the Police Academy in Mahé, Seychelles. The event, organised by the Commonwealth Secretariat, aimed to increase the level of awareness of human rights considerations in policing.

### Rule of law

The Commonwealth Secretariat is committed to assisting member countries to build strong institutions charged with maintaining the rule of law. For example, the Secretariat, in many cases working with national and international partners, held capacity-building workshops targeting law enforcement agencies – from magistrates and judges to officers involved in preventing transnational crime – all aimed at boosting the rule of law in member countries.

The work of the Secretariat in the promotion of the rule of law is inextricably linked to development, and several model laws have been developed to foster private sector growth, especially in the areas of e-governance, the environment and competition laws.

In the area of criminal law, the organisation adopted measures to combat transnational crime, and developed strategies in its work in the areas of counter-terrorism and anti-corruption.

### Building legal capacity

Responding to a request from Commonwealth law ministers, the Secretariat introduced a training

programme in 2006 to help fill the gap in legislative drafting around the Commonwealth. Courses have since been implemented in the Caribbean, the Pacific and Africa. For example, in a collaborative exercise between the Secretariat's legal and governance and institutional development areas, 50 legislative drafters were trained in the African region, and 32 in the Caribbean. During July and August 2009, an in-country training in legislative drafting was also delivered to staff of the Attorney-General's Office in Samoa in the Pacific.

A technical forum was held in Cape Town, South Africa, in November 2008 for the heads of legislative drafting offices in the African Commonwealth, and the 4th Legislative Drafting Course for African member states took place in Ghana in July 2009. The course aimed to train lawyers with the necessary skills to draft laws for their respective governments. Formal teaching and practical training forms the basis of the 12-week programme. Additional lectures focused on banking and financial law, human rights, immigration law, lobbying, law reform, alternative dispute resolution and tax legislation, delivered by academics and other

experts. The training involved formal teaching and practical exercises in legislative drafting.

The many positive outcomes from the programme to date have included the creation of textbooks and course materials by the Secretariat and the development of post-training support mechanisms and strategies in the form of a drafting manual. The *Model Court Handbook for Court Clerks/Staff* and the *Basic Framework for the Implementation of a Functional Juvenile Justice System* were published in November 2008.

### Tackling transnational crime

The Secretariat supported a meeting of senior officials of the Commonwealth Committee on Terrorism, which drafted a revised Plan of Action on Terrorism. The revised Plan of Action was then adopted by Commonwealth foreign ministers in September 2009. Work is also being carried out to evaluate and update the Commonwealth Secretariat's training and resource materials on counter-terrorism, which examines the interconnections between counter-terrorism and mutual legal assistance and provides specific assistance, either in legislative drafting and/or national training programmes.

With regard to its anti-corruption strategies, the Secretariat has made available its legislative and technical guide on the United Nations Convention Against Corruption (UNCAC), which was endorsed by law ministers in 2008, to assist Commonwealth member states in implementing the provisions of the UNCAC domestically.

## In a collaborative exercise, 50 legislative drafters were trained in the African region, and 32 in the Caribbean

The Secretariat also provided grants to GIABA (the Intergovernmental Action Group Against Money Laundering in West Africa) to run regional training on strengthening Financial Intelligence Units (FIUs) in Africa, and to the Caribbean Financial Action Task Force for a mutual evaluation examiners' training seminar for Caribbean countries in Trinidad and Tobago. A module on Anti-Money Laundering and Combating the Financing of Terrorism (AML/CFT)

was developed for the web-based programme in the Asia/Pacific.

To support the Secretariat priority of international co-operation on criminal issues, the organisation has initiated a review of the Harare Scheme on Mutual Assistance in Criminal Matters. Following a consultation with members, the Secretariat will convene a working group, which will report to senior officials in October 2010.

In collaboration with the Australasian Legal Information Institute (AustLII), the Secretariat commenced work on an innovative project to launch a criminal law resource webpage. This will be the first ever criminal law specific webpage, and will provide free access to legal materials drawn from more than 50 Commonwealth countries and multiple legal information institutes.

The Secretariat has facilitated the establishment of a Pacific Prosecutors Association, designed to promote enhanced co-operation between prosecutors in the region and to facilitate further regional associations.

### Combating counterfeiting and piracy

The Secretariat continues to strengthen the regulatory infrastructure and enforcement mechanisms to combat counterfeiting and piracy activities. This problem has become global, and continues to escalate for various reasons, including poverty. Governments have seen a decrease in economic growth due to the impact of smuggling on local economies, while the threat posed to public health by the consumption of fake and dangerous drugs is also of concern.

The Secretariat has held regional consultative meetings in order to determine the extent of the problem and respond by developing soft laws such as best practice and guidelines on the protection of intellectual property laws. The work in this area has helped to develop a cadre of specialist investigators and prosecutors of offences arising from the abuse of such laws. The consultative meetings also helped to strengthen international co-operation, which is imperative in addressing the challenges facing countries in this area.

### Promoting gender justice

The Secretariat has also undertaken a project on Gender, Culture and the Law. In working towards gender justice, the Commonwealth Plan of Action



*A young boy watches from a wall as a Jamaica Defence Force soldier patrols Wilton Gardens (Rema), a depressed community in Kingston, Jamaica.*

for Gender Equality 2005–15 calls for the employment of gender-sensitive laws, customs, practices and mechanisms. It promotes active dialogue and engagement among members of the justice system, religious, cultural traditional and civil institutions and communities. Among the aims are to combat trafficking in women and girls, to combat female genital mutilation, to assist with the development and enactment of gender-responsive laws and to promote human rights standards.

#### Legal dissemination

The *Commonwealth Law Bulletin* (CLB) is a flagship publication of the Commonwealth Secretariat. The quarterly aims to educate and inform readers about legal developments throughout the Commonwealth, and serves as a forum for the assessment of emerging issues in the law.

In December 2008, with the close collaboration of the International Red Cross and Red Crescent Movement, a special issue of the *Commonwealth Law Bulletin* was published with a focus on International Humanitarian Law. This was launched at an International Red Cross and Red Crescent conference in Geneva.

The Secretariat has continued to produce handbooks that have come out of training programmes run across the Commonwealth. In this respect, the *Basic Framework for the Implementation of a Functional Juvenile Justice System* and a model handbook for court staff were published in November 2008.

The Secretariat also established a Commonwealth Legal Editors Forum in April 2009 in order to facilitate the interaction and co-ordination of journals with a substantial focus on legal developments in the Commonwealth.

#### Education on gender equality and national law

The Kenya Women Judges Association (KWJA) has taken an important step towards overturning customary law in an effort to address property inequalities and unclog the courts system. At a workshop convened by the Secretariat in May 2009, KWJA local officials learnt and exchanged views on gender equality and national law, including the provisions of the Land Disputes Tribunal Act.

High Court judges Martha Koome and Sarah Ondo of the KWJA are just two of a growing contingent of activist judges in Kenya who are fighting for the rights of women disinherited by outdated interpretations of property law. Judge Koome said she believed it was necessary to reach an understanding that women were entitled to inherit land, and noted that less than 5 per cent of property in Kenya is owned by women.

By bringing together chiefs and tribunal members with provincial officers and magistrates in the Kenyan Rift Valley district of Nakuru, Judges Koome and Ondo were able to educate relevant officials in the area about the correct statutory provisions to be followed by all.

It was the first time the judiciary in Kenya entered into a dialogue with leaders and elders, who apply customary law to resolve disputes relating to land. According to Judge Ondo, by the end of the workshop, tribunal members had become aware of the provisions of the legislation and she believed members of the Nakuru Land Disputes Tribunal would be able to perform their duties more efficiently.

#### Focus on legal barriers for those affected by HIV/AIDS

Commonwealth countries represent approximately 30 per cent of the world's total population, but 60 per cent of those affected by HIV/AIDS. The Secretariat aims to assist member countries dismantle legal barriers faced by those affected by HIV/AIDS. In doing so, the organisation will identify examples where Commonwealth countries have changed or removed laws related to the challenges identified, the contexts within which these changes occurred and how such experiences can be shared with, and become beneficial to, other countries.

The Secretariat is also conducting research examining the main legal issues in member countries that impede the achievement of the UN's HIV/AIDS targets for universal access to drugs. The organisation aims to work to address these legal barriers by putting the issue on the agenda for law ministers and Attorneys-General, and developing appropriate legislation to achieve universal access.

#### International legal initiatives

During the two years under review, the Commonwealth Secretariat has initiated important international legal partnerships as part of its work addressing lack of judicial capacity, a major ongoing legal challenge faced by member nations.

The Secretariat has forged relationships with the UN Office on Drugs and Crime (UNODC), UNDP, the Pacific Islands and Commonwealth Legal Information Institutes (PacLII, CommonLII), and the International Prosecutors Association to facilitate the required assistance in these areas.

The Secretariat has also trained prosecutors and law enforcers in mutual legal assistance. The purpose of the Commonwealth Network of Contact Persons (CNCP) is to facilitate international co-operation in criminal cases between Commonwealth member states, including mutual legal assistance and extradition, and to provide the legal and practical information necessary to the authorities in their own country and Commonwealth member states wishing to invoke international co-operation.

This is a new project aimed at enhancing co-operation within the Commonwealth and strengthening existing Commonwealth schemes,

namely the Scheme on Mutual Legal Assistance in Criminal Matters (the Harare Scheme) and the London Scheme on Extradition.

The Secretariat has also launched an innovative programme on Strengthening the Criminal Justice System. The initiative was launched first in the Asia/Pacific region in May 2009. The organisation will roll out a comprehensive training programme for senior to middle-level prosecutors from prosecution/Attorneys-General's departments in Commonwealth countries. The programme has an eight-week interactive web-based component, a four-day intensive face-to-face seminar and a 12-month mentoring programme, which will begin at the completion of the training.

Since the programme was launched, the Secretariat has seen a reduction in the number of requests for assistance in legislation drafting. It is anticipated that the programme will be taken, with appropriate changes, to other regions of the Commonwealth.

#### Co-operation in the Enforcement of Intellectual Property Rights

In order to address global concerns on the increase in counterfeiting and piracy, Commonwealth law ministers adopted a framework of co-operation on the enforcement of intellectual property rights (IPR), which is being implemented in member countries. Co-operation between enforcement officials and prosecutors of IPR offences has been strengthened and experiences of advanced regimes are being shared in member countries. Further work will focus on the judiciary and other sectors affected by the abuse of intellectual property rights.

The issues arising from the production of fake goods are multi-dimensional – public health, public order, corruption, poverty and economic growth among others. The nature of response must therefore parallel the challenge. In addition to assisting countries to strengthen their legislative tools, the Secretariat has mechanisms in place to strengthen international co-operation in combating the menace of counterfeiting and piracy. Such a collective approach is encouraged by the common legal tradition shared by member countries.

*Trade is crucial if the Commonwealth's poorer, weaker member countries – and the most vulnerable groups within them – are to escape poverty.*



## 2

## Economic Development

*Development is the second pillar of the Commonwealth Secretariat's work. Here too, the Secretariat's interventions were significant and valued.*

*While the World Bank, IMF and regional banks have led a coherent and international response to the severe global economic crisis, the World Bank estimates that the financing gap for developing countries is still US\$270–700 billion. It is expected that the developing world, especially the smaller, weaker countries, will have their progress retarded long after the end of this crisis. In particular, they have been hit by the end or the slowing of equity finance, bank lending and foreign direct investment, without having the resilience of institutions and systems as back-up. In 2009, half of the Commonwealth's member countries suffered negative GDP growth.*

*In the face of these challenges, the Secretariat encouraged and assisted economic development, particularly for its small states, which make up 32 of its 53 countries. It did so by supporting efforts to make their economies more competitive, more attractive to investment and more resilient to future crises.*

Developing member countries faced a myriad of challenges in the period under review. Some lost their trade preferences and found it difficult to attract investment. Others have domestic bottlenecks caused by poor infrastructure – ports, transport and/or storage – which limit their capacity to improve exports. During 2007–09, these countries also faced the added problems of rising food and fuel prices, while the global financial crisis has affected access to finance, public revenue and tourism in particular, which many small states depend on. All this against a backdrop of climate change – set to impact disproportionately on small developing economies and small island states.

In the period under review, the Secretariat's priority in trade was to build member countries' capacity to meet the challenges of a more competitive environment. In debt management, the Secretariat worked with the International Monetary Fund (IMF) and the World Bank on debt strategies, evolving the CS-DRMS (the Secretariat's Debt Recording and Management System) and, increasingly, analysing data. It also assisted landmark advances in maritime boundaries and is enabling practitioners to help one another by exchanging information, for example to improve agricultural productivity and enhance food security.

The Secretariat placed itself at the vanguard of the reform of international institutions and it

succeeded in broadening the level of participation in this process, so that Commonwealth members' interests (particularly those of the economically less powerful) are taken into account.

With climate change dominating the Secretariat's achievements in the area of the environment, meanwhile, a strong initial implementation of the Lake Victoria Commonwealth Climate Change Action Plan has begun.

### International trade

With trade being one of the very few realistic routes out of poverty, the Secretariat's main aim was to ensure that the international trade system worked in a way that was beneficial to weaker, poorer member states, landlocked developing countries, small states and to the most vulnerable groups within these countries: women, the poor and young people. In this respect, the Secretariat worked in three areas: advocacy, consensus building internationally, and direct support to governments that did not have the means to be effective within the international trade system on their own.

### Redressing the balance for small states

In 2005, the CHOGM in Malta issued the Valletta Statement on Multilateral Trade, which called for fairness and equity in multilateral trade issues, and

for developed countries to give more than they receive. It also called for special attention to small states and least developed countries (LDCs). In keeping with this statement and mandate, the Secretariat has supported member countries, especially small states, to participate in trade negotiations with the aim of concluding the Doha Round in the World Trade Organization, where talks have been stalled since 2008 over issues such as agriculture, tariffs and non-tariff barriers. European countries have greater economic power and negotiating skills than ACP countries and the Secretariat has been uniquely placed also to provide support to these nations, redressing the balance to some degree in their separate negotiations of regional Economic Partnership Agreements.

#### Commonwealth Secretariat support to the Doha Round

Success in the Doha Round of multilateral trade negotiations will boost prospects for global economic recovery, but crucially for Commonwealth developing country members – particularly the small states and the LDCs – it is vital for their growth and development. The Secretariat therefore supports them, both directly and indirectly in strengthening their capacity to secure outcomes from the trade negotiations that are supportive of their developmental needs.

## A unique attribute of the Secretariat is its ability to provide objective analysis and policy options

During the period under review, a trade expert was retained by the Secretariat to undertake analysis and provide confidential advice to Commonwealth developing members' Permanent Representatives to the WTO. CFTC advisers have also worked with the ACP group and its offices in Geneva and Brussels, while one is assigned to the Pacific Islands Forum's Geneva office. Meanwhile, under the 'Hubs and Spokes' programme, trade policy analysts have been provided directly to trade ministries and regional secretariats in Africa, the Caribbean and the Pacific to help build capacity in

policy formulation and oversight. Advice, both on a long-term and short-term basis, has been provided in the various negotiating areas including agriculture, commodity issues, trade and development, services, fisheries and most significantly Aid for Trade.

The Commonwealth Secretariat has also been undertaking research and publishing policy briefs background papers, on topical trade and development issues of interest to developing countries in the negotiations. Beyond technical assistance, the organisation has facilitated dialogue and consensus building, organising encounters among senior level negotiators and technical experts. A notable example was when the Secretariat convened a meeting of the European Trade Commissioner with her AU ministerial counterparts, as well as heads of regional economic bodies, to advance negotiations of the EU/ACP Economic Partnership Agreements.

A unique attribute of the Commonwealth Secretariat is its ability to provide objective analysis and policy options from a non-partisan, but pro-development perspective. This is appreciated by developing country members, as they seek to devise appropriate policies to take advantage of opportunities in the multilateral trading system. The technical assistance, support and advice has been of particular value to those Commonwealth developing countries that do not have resident missions in Geneva, since it helps overcome some of the constraints to their effective participation in the WTO negotiations by augmenting the information available to them and enhancing their capacity to more effectively participate in the WTO negotiations. Currently, the Commonwealth Secretariat is seeking to establish an office in Geneva that will assist those states that cannot afford missions on their own to operate out of shared facilities.

#### Pioneering research

The Commonwealth Secretariat has extended the bounds of knowledge and understanding through research. As an independent organisation, this research is seen to be credible. Published material and areas of research included:

- *Trade Hot Topics*, providing easily accessible information for non-specialists such as policy-makers, students and people in business. Mostly

#### Southern Africa seeks to tap into European demand for organic products

Organically grown products have been identified by trade advisers as potentially lucrative exports for countries in Southern Africa, which are aiming to boost their competitiveness in the European market. In a move to expand their traditional product range, these countries hope to benefit from the high demand for organic fruits and vegetables in recent years.

'It is important for countries to diversify their range of exports in order to reduce over-reliance on a few product lines. If the price of one commodity goes down this will have a serious knock-on effect on a country's economy', says Anselmo Nhara, a Regional Trade Policy Adviser at the Southern African Development Community (SADC). 'There are already plans under way to have regional laboratories set up to certify the quality of these products so they meet European Union standards'.

Mr Nhara is one of a number of experts funded by the Commonwealth Secretariat and the EC as part of the 'Hub and Spokes' project, which aims to help ACP countries integrate more easily into the world's trading systems.

circulated online, but with some hard copies also produced, *Hot Topics* has been published once a month since 2004, with a distribution of approximately 1,000. In recent years it has become a major instrument for disseminating information.

- Professor T N Srinivasan, in his book *Trade, Growth and Poverty Reduction*, put forward his views on how trade rules should change so that LDCs benefit more from international trade.
- A book by Edwin Laurent and M Razzaque, presented research on links between the escalation of food prices and poverty in Bangladesh (*Global Rice and Agricultural Trade Liberalisation: Poverty and Welfare Implications for South Asia*).

#### Trade competitiveness

To harness global trade and reap the benefits of globalisation, countries must be efficiently connected to the global logistics network. Indeed, being able to connect to the 'physical internet' is becoming a key determinant of a country's global competitiveness. It can bring access to vast new markets, but for countries whose links to the global logistics web are weak, the costs of exclusion are large and growing. The performance of customs, trade-related infrastructure, inland transit, logistics services, information systems and port efficiency are all critical to whether countries can trade goods and services on

time and at low cost. The global crisis has made it even more important to reduce logistics costs.

The Secretariat's main achievement in this area was the sharing of good practice through case studies. For example, Singapore often provided an example of good practice: themes vary, but the country has often been used as an example for trade competitiveness, financial services, tourism and small enterprise development, among others.

Another major achievement has been the Secretariat's facilitation of regular collaboration and sharing of experiences between countries at different stages of development. Collaboration takes place on a regional basis for information gathering and to address particular issues, leading to improved awareness and understanding, particularly for small states.

#### Helping to facilitate trade

The Commonwealth Secretariat looks at trade facilitation in terms of the whole logistics chain, assisting member countries to develop infrastructure, skills and systems to promote export competitiveness. In doing so, the organisation is looking increasingly towards bringing the public and the private sectors together, sometimes for the first time.

In this area, one significant outcome has been the introduction and improvement of networking between practitioners and policy-makers. For example, as a direct result of Secretariat intervention, Sierra Leone drafted a Customs Act according to the requirements of the World Customs Organization such that the country's customs procedures now comply with WTO recommendations and regulations.

The Secretariat concentrates much of its efforts on landlocked countries and small island states, for whom trade logistics are difficult because of their geography, remoteness or isolation. The organisation is providing technical assistance to South Pacific countries to explore the possibility of establishing a regional trade hub in Papua New Guinea.

#### National export strategies

In the area of national export strategies, the Secretariat's work has been especially significant in helping countries to diversify their economies. The overall objective of a national export strategy project is the improvement of international competitiveness of a country. An independent

evaluation undertaken in 2008 in all 13 countries where the Secretariat has provided technical assistance over the last four years, concluded that the projects had a good strike rate of success.

The design, delivery and implementation of national export strategies was discussed at a Secretariat workshop in May 2009, attended by officials responsible for trade development and exports promotion from 13 Commonwealth countries. The overall conclusion from this workshop was that countries were realising tangible benefits from the implementation of national export strategy projects.

During the fiscal year 2008–09, national export strategies were completed for the following: Tanzania and Zanzibar, Samoa and Tonga, while the Secretariat launched a new project in Sierra Leone.

#### Professional services

Few developing countries are taking maximum advantage of the vast and growing market in professional services, which could enable them to diversify their economic base. Services are the

largest and most dynamic component of both developed and developing country economies, accounting for more than 60 per cent of global production and employment. Professional services, such as accountancy and nursing, have experienced the fastest growth.

Some island countries, particularly in the Caribbean, have a pool of skilled professionals. The Secretariat has helped these and other member countries develop strategies to expand and promote their trade in professional services. For example, the organisation helped identify sectors with export potential and provided governments and trade promotion organisations with tools and knowledge to export such services.

#### Debt management

The Secretariat's CS-DRMS (Commonwealth Secretariat Debt Recording and Management System), which enables user countries to record, monitor and analyse their liabilities, is used by 59 countries (including 14 non-Commonwealth members) to manage more than US\$500 million of external debt. Following its first installation in 1985 in Sri Lanka, the system has had a huge impact worldwide. For example, in Papua New Guinea before the system was put in place, it took four weeks to collect debt figures for the budget; with the CS-DRMS it takes just 48 hours.

Over the past two years, the Secretariat's focus has shifted towards analysis and management, in addition to developing and maintaining the CS-DRMS and supporting user countries. During this period, member countries have requested mainstream debt management support rather than data support, leading the Secretariat to concentrate on two key areas: assisting countries to develop debt management policy and strategy, and providing capacity-building on debt management.

The Secretariat also set up a legal programme – the HIPC Legal Referral Clinic – to advise countries on legal strategies. Countries facing litigation or threat of litigation have benefited from this facility. Capacity-building was also organised to develop and strengthen the negotiation skills of government legal advisers and policy-makers.

The three main debt issues affecting Commonwealth countries are increases in

*Abdul Rahim, Head of the Debt and Asset Management Unit at the Treasury Department in Afghanistan, uses the Secretariat's debt management software (CS-DRMS).*



domestic debt, the challenges faced by small states and the global economic crisis. Many Sub-Saharan African countries were restricted in their non-concessional borrowing because of ongoing programmes with the World Bank and IMF. Instead, they increasingly turned to the domestic debt market, resulting in a sudden growth in domestic debt. Some countries were unprepared for large volumes of this kind of marketable debt and asked for Secretariat assistance to develop well-

crafted, well-sequenced macroeconomic policy and strategies for domestic debt market development and dealing with market risks.

Few small states have received debt relief from the World Bank and IMF. Most Pacific and Caribbean countries have very limited resources: their public debt ratio ranges from 70 per cent to 150 per cent, making them highly vulnerable to shocks caused by external factors. The Secretariat advises small states on a prudent course of action in debt management. It makes recommendations on the optimum level of debt they can take on, its ideal composition (i.e. the mixture of domestic and external debt) and how to structure instruments. It further advises on risk issues that are not immediately apparent, but which will arise in the longer term.

The global economic crisis has introduced another complication. Post 2008, countries need to borrow more, but conditions are more adverse – rates are higher and markets are constricted.

#### Collaborative support

The Secretariat undertook strong collaborative work through its membership of the Task Force on Financial Statistics (TFFS), which sets

#### Turning the global crisis into an opportunity

The global crisis has had a serious impact on small island countries. Main source markets for tourism are the UK and Europe, and for the Caribbean, North America, all of which are suffering from the economic downturn and uncertainty about the future. There has also been a strong negative impact from restructuring in the aviation industry: certain routes are no longer serviced, and some countries now depend on seasonal charter flights.

Yet the crisis also provides an opportunity for many suppliers of tourism to prepare for the eventual upturn: they need to review their strategies, identify niche products to differentiate themselves from others, re-brand what they are offering, reassess the quality of their services and improve their skills. For instance, during the period under review, the Secretariat worked to support pro-poor tourism (linking hotels and restaurants to local farmers to buy local produce in Barbados, for instance) and eco-tourism (helping to develop good practice guidelines in Botswana).

Another example of good practice has been in Papua New Guinea, where the Secretariat is helping to set up a quality assurance system for accommodation in the tourism section. A consultative workshop was organised, bringing the public and private sectors, big and small players, together for the first time. This led to the creation of a Hotel and Accommodation Association for the country, which is able to address problems as a group, advance a common agenda and work with the government.

#### Afghanistan pushes back debt mountain with Secretariat help

To keep its national debt under control, Afghanistan is now using software developed by the Commonwealth Secretariat. Afghanistan is in dire need of investment, reconstruction and development, but also needs to avoid building up unsustainable levels of national debt. To help with the unenviable task of balancing the country's books, the Afghan Government has installed the CS-DRMS for managing public and external private sector debt.



### Sustainable livelihoods and financial sector development

The Secretariat's work in financial sector development is contributing to sustainable livelihoods via an innovative project, the Commonwealth Private Investment Initiative (CPII).

The Commonwealth Private Investment Initiative mobilises capital from a variety of sources, including private investors, for investment in developing member countries. Three regional funds were launched in the first phase – Comafin (Sub-Saharan Africa, \$63.5 million, 1996), Kula (Pacific Islands, \$16.9 million, 1997) and the South Asia Regional Fund (SARF, \$106 million, 1998). A second phase of CPII was launched in 2005, based on a mandate from the finance ministers' meeting of that year that specifically requested the phase focus on the SME sector. The Secretariat partnered with Aureos Capital to deliver this mandate. Funds launched under the second phase of CPII included Kula II (\$16 million, 2006) and the Aureos South Asia Fund (ASAF, \$85 million).

CPII was launched at a time when foreign investors were showing little interest in emerging markets. Since then, private flows to emerging markets increased to \$300 billion in 2005, up from \$25 billion in 1990. Yet the global financial crisis and subsequent recession threaten these gains. While investment flows to developing countries continued to grow in 2008, they are expected to decline significantly in 2009.

In this context, the Secretariat's work in this area remains more relevant than ever, which is why the organisation is currently working with Aureos to raise the Aureos Africa Fund (AAF), with a target capitalisation of US\$400 million. AAF will build on the success of the first generation of regional funds for Africa (Aureos East Africa, West Africa and Southern Africa Funds), which raised and invested a total of \$140 million. AAF currently has commitments in excess of \$300 million and will be formally launched in late 2009.

methodological standards for compilation of statistics. The TFFS is headed by the IMF, with other partners including the Organisation for Economic Co-operation and Development (OECD) and the World Bank. CS-DRMS complies with international prescribed standards for external debt statistics recording and reporting. As a member, the Secretariat contributed to the publication of a *Handbook on Debt Securities Statistics* prepared under the aegis of TFFS.

## The Secretariat advises small states on a prudent course of action in debt management

Teaming up with the World Bank and IMF, the Secretariat assisted countries to develop a medium term debt strategy. During 2008–09, three countries (Kenya, Botswana and Jamaica) benefited from this joint assistance.

The Secretariat released the CS Auctioning System in April 2008, which enables countries to auction their domestic debt securities to primary

dealers or merchant bankers. Domestic debt is short term and high risk, and countries have to market domestic debt well to interest investors. The Auctioning System enables countries to manage the auctioning process in an informed manner, supported by analysis embedded within the system.

### Reform of international institutions

The mandate for Secretariat work on reform of international institutions arose from the Kampala CHOGM in November 2007. It was recognised that international institutions, mostly set up in the mid-twentieth century, had become outdated in the face of the many challenges of the twenty-first century. The Commonwealth Secretary-General was asked to bring together a representative group of Commonwealth Heads of Government to undertake lobbying and advocacy for wide-ranging reforms, building on the considerable amount of work that had already been done.

A mini-summit was the first step in implementing the decisions of the 2007 CHOGM. In June 2008, a small group of Commonwealth leaders met in London and worked together towards the Marlborough House Statement. This

### Computer training for women entrepreneurs

After her mother and father died, Grace Nanyonga was left to look after herself and her five younger siblings. She was 14 years old. Two years later Ms Nanyonga's stepbrother forced them away from the family's land. Without money to pay for legal representation to fight for her parents' house, she was left in a desperate situation. Ms Nanyonga, from Kampala, Uganda, began to sell chickens in order 'to feed, clothe and house' her three brothers and two sisters.

However, this did not provide enough money for them to go to school. As the eldest child, Ms Nanyonga decided to complete her own education so that she could gain the skills needed to make enough money to support her family. In November 2003, she set up a company packaging and selling fish. The business brought in some money, but Ms Nanyonga could not afford to take on any other employees.

Then, after 'working very hard' for more than two years, Ms Nanyonga attended an information technology (IT) training course for women entrepreneurs. The Link IT project, taught a wide range of computer skills to more than 200 women from seven districts in Uganda. 'Through the training I learned how to use a computer to design business cards, communicate with other people online, use the internet for market research and manage the company accounts', said Ms Nanyonga, who is now 24. 'The IT course helped me and my family greatly. I now have enough money to send my siblings to school'.

The Link IT project was funded by the Commonwealth Fund for Technical Co-operation and delivered by the Commonwealth Service Abroad Programme (CSAP) in collaboration with the Uganda Women Entrepreneurs Association.

sets out an important set of principles to guide the reform of international institutions (see box).

A Special Heads of Government Meeting in New York in September 2008 showed that there was broad support for the aspirations and principles set out in the Marlborough House Statement, and the Commonwealth Secretary-General has played a special role in promoting this work.

### Vanguard of reform

The Commonwealth initiative enabled the Secretariat to bring its message to key forums, where the reform of international institutions was being discussed. Dialogue with Commonwealth leaders of the G20 helped to ensure an awareness of Commonwealth views, and the G20 statements on reform of the international financial institutions (IFIs) have echoed the principles set out in the Marlborough House Statement.

The Marlborough House meeting had identified

### The Marlborough House Statement

On 9 and 10 June 2008, 11 Commonwealth leaders met at a mini-summit convened by the Secretary-General. They expressed their commitment to reform of international institutions that creates an effective multilateral system and supports a more democratic global society with greater equity and fairness. Accelerating World Bank, IMF and UN reforms and their effective implementation, were the key intentions.

In their final statement, leaders said that international institutions must enjoy **legitimacy** from their member countries and be characterised by **fair representation** for all countries. They must also be **responsive**, with the interests of all members, especially the smaller and poorer, being taken into account. The activities and governance of these institutions must be **flexible**, leaders observed, adding that they must respond to new challenges, national priorities and specific country circumstances.

'Institutions must have clear responsibilities and the conduct of their business must be **transparent and accountable** to the entire membership and the wider public', the Heads of Government stated. They stressed that 'it is essential that they be **effective** and capable of addressing today's global challenges'.

effective management of the global environment as one of the most pressing international priorities of this generation. The leaders called for a new system of environmental governance that is fully integrated with development priorities and responsive to the needs of the smallest, poorest and most environmentally vulnerable countries. Commonwealth environment ministers, when they met in February 2009 voiced their support for efforts to improve international environmental governance. The Commonwealth's initiative also received a strong welcome from the Heads of the World Bank, IMF and the United Nations Environment Programme (UNEP). The Commonwealth Secretary-General was subsequently asked to moderate a ministerial plenary on the reform of international environmental governance at UNEP in Nairobi. At that session, the Secretary-General underlined the importance of accelerating the pace of reform. 'We must get



Commonwealth leaders at Marlborough House, London, 10 June 2008. Leaders gathered to discuss the reform of international institutions at a two-day summit. Front Row L-R: President Maumoon Gayoom (Maldives), Prime Minister Patrick Manning (Trinidad and Tobago), Prime Minister Gordon Brown (United Kingdom), President Yoweri Museveni (Uganda), President Bharrat Jagdeo (Guyana). Back Row L-R: Deputy Prime Minister Najib Tun Razak (Malaysia), Prime Minister Dr Feleti Sevele (Tonga), President Jakaya Kikwete (United Republic of Tanzania), Commonwealth Secretary-General Kamalesh Sharma, President Mahinda Rajapaksa (Sri Lanka), Vice-President Alhaji Aliu Mahama (Ghana).

beyond the tinkering approach to reform which is stuck in the slow lane, whilst environmental degradation continues apace in the fast lane', he said. UNEP went on to agree a process to look at how further reform of international environmental governance arrangements might be brought about.

The Secretariat has made a significant contribution: it has broadened the level of participation and, to an extent, influenced the way these issues are perceived so that Commonwealth members' interests are taken into account. The past 18 months have shown a general acceptance of the need for substantial reform of international institutions, and in areas highlighted through the

Marlborough House Statement. Similarly, the call for inclusiveness and widespread consensus for effective reform – both central Commonwealth concerns – have found increasing support.

### Enterprise and agriculture

The Secretariat supported and enhanced the capacity of member states to promote viable and competitive micro, small and medium-sized enterprises (MSMEs) in agriculture, fisheries, light manufacturing and services, with the aim of reducing poverty and encouraging growth.

Most countries lack an overarching framework to guide investment and growth of MSMEs. In almost all cases there are various agencies that take responsibility, most with overlapping functions resulting in an unco-ordinated approach. Since the 2008 food, fuel and finance crises, the environment has become even less hospitable for MSMEs. There has been lower demand for many products, plus restricted credit and finance available to many developing countries, which in turn limits the availability of credit and finance to MSMEs.

The Secretariat assisted member countries develop policies and strategies to streamline and improve their support to MSMEs, and helped these enterprises and member governments access finance, new technologies and new markets. Most of this work took place in small states, while a large number of MSMEs are owned by women and young entrepreneurs.

### Cross-cutting agenda to promote change

The Secretariat organised many training workshops targeting women agro processors and food processors, for example, to equip them with the skills to improve their businesses. Training has been provided for women entrepreneurs in Tonga, Samoa, Kiribati and Tuvalu in business management skills and planning. As a result, several local banks are now providing credit and finance to these women, recognising that they have sufficient expertise.

The Secretariat succeeded in promoting change, raising awareness of the importance of MSMEs and the kinds of policy and strategies needed to encourage their activities. For example, there has been notable success, ongoing and sustainable, in introducing entrepreneurs to new markets outside national boundaries.

### Climate change and sustainable development

*'The Commonwealth knows painfully well about climate change. It sees it in shrinking rainforests, made worse by unsustainable logging practices in Asia and the Pacific; in dwindling fish stocks in the Atlantic and other oceans; in a thawing of the tundra in northern Canada; in encroaching deserts in northern Nigeria; in flooded lowlands in Bangladesh; and in rising sea levels around Tuvalu and the Maldives'.*

Commonwealth Secretary-General Kamalesh Sharma Climate change is perhaps the greatest challenge of our age. Its effects are already being felt by the poorest nations and peoples of the Earth. Many Commonwealth countries – dozens of small, low-income and developing states – rank among the most vulnerable.

### Leading the way

For more than 20 years the Commonwealth – whose members are spread over five continents across the northern and southern hemispheres – has been leading the way in widening awareness and advocating for action on climate change. For instance, the Commonwealth Heads of Government issued the first major Commonwealth statement on

### Promoting viable and competitive micro, small and medium-sized enterprises (MSMEs): some project highlights

Some key projects that saw impressive outcomes during 2007–09 included:

- Horticulture supply chain management in Eastern and Southern Africa (2007–08), whereby the Secretariat collaborated on a strategy development project with the Food and Agriculture Organization (FAO), with two aims: first, to minimise the substantial post-harvest loss that many farmers experience because of lack of adequate storage and processing facilities, and second, to train people in food safety and quality control measures. From this project, a two-volume training manual was published by the Secretariat and FAO, which provides trainers with the technical background to help farmers make improvements in fresh produce supply chains across the region.
- The Secretariat assisted Namibia to set up a pilot group purchasing scheme to enable MSMEs to source inputs in bulk at a reduced cost for their production activities, and to provide a platform for them to jointly market their products. The Namibian Government was so impressed with this scheme that it allocated 2 million Namibian dollars for its initial take off.
- The Secretariat helped Uganda, Barbados, Guyana, St Kitts and Nevis, and St Lucia to develop national policies and strategies to enhance the growth and competitiveness of MSMEs, helping them to address problems of multiplicity of agencies and to develop policies on how public-private partnerships (PPPs) can be initiated to provide a platform for MSMEs to grow. In Barbados, St Kitts and Nevis, and St Lucia the government has now integrated the strategies the Secretariat developed into policy and legislation.
- The Secretariat assisted the Kenyan Government to launch a business incubation and development training programme for new SMEs. The programme helps SMEs upgrade their skills, enabling businesses to be managed with less external help. The Kenyan Government, impressed by the project, invested in building a centre for the training programme.

climate change in 1989 in Langkawi, Malaysia (the Langkawi Declaration on Environment).

The association, representing a third of the world's population, brings together governments, partners and individuals, to share experiences, knowledge and expertise, helping to broaden international dialogue and strengthen negotiations.

At Lake Victoria, Uganda, in 2007, Commonwealth Heads of Government concluded that climate change presented a 'direct threat to the

very survival of some Commonwealth countries', and agreed an action plan to be pursued by its members.

The Commonwealth Secretariat, with its track record in building trust between nations, is today working to realise the aspirations of Lake Victoria with the support of member countries. It executes the will of member states, helping partners, governments and ordinary people to find solutions to the realities of climate change.

### Kenya's Maasai women artisans eye global market

The Export Promotion Council of Kenya approached the Secretariat to help them expand the activities of MSMEs working on traditional handicrafts. The Council wanted a product design and development scheme that would take into consideration market demand, producing contemporary, market-driven designs that craftspeople can use to promote their work outside Kenya. The Namayiana Women Group, from a Maasai community in the Rift Valley, Kenya, was established to help women make an income from traditional crafts.

The Secretariat recruited experts in design and development to work with craftspeople in workshops and organised training workshops for MSME operators on costing, pricing and marketing their products so that they can improve their profit margins.

A mini-exhibition was organised showcasing the best newly designed products. These were then taken to the International Trade Fair in Frankfurt, where total business transacted amounted to about 104,000 euros. The exhibitors also received orders to supply a number of large retail outlets in Europe.

'The project has changed our lives', Leah Tipina, Assistant Project Manager for the Group, explained during a February 2009 visit by Commonwealth Secretary-General Kamallesh Sharma. 'We are able to improve our living standards and even build better iron sheet houses'.



### Lake Victoria Commonwealth Climate Change Action Plan

*'We firmly believe that no strategy or actions to deal with climate change should have the effect of depriving developing countries of the possibility of sustainable economic development. On the contrary, measures to tackle the impacts of climate change should support the positive economic and social transformation of societies. In particular, the easing of population pressure on agricultural land and the successful development of secondary and tertiary sectors in economies requires the provision of clean energy.'*

Commonwealth Heads of Government agreed the Lake Victoria Commonwealth Climate Change Action Plan in 2007. It is a statement of intent by Commonwealth governments to take action on climate change, both individually and collectively, and highlights six areas for Commonwealth co-operation:

- Strengthening quality and participation in climate change negotiations
- Promoting action through Commonwealth networks to deepen consideration of the economic and human aspects of climate change
- Improving land use management and sustainable use of forest resources (including renewed support for the Iwokrama Programme)
- Studying the sustainability of fresh agricultural produce and exports from developing countries
- Supporting natural disaster management in member countries
- Providing technical assistance to least developed countries and small states

### Championing small states in negotiations

Small states face severe vulnerability to climate change, because they face a high exposure to risks, including sea level rise, flooding, coral bleaching and increased impacts from tropical storms. They also face significant capacity constraints in their ability to respond to these risks in terms of institutions, finance and the size of their negotiating teams at international negotiations.

In May 2008, the Secretariat organised a meeting in the UK for small state climate change negotiators to support their engagement in the negotiating process. Gaps in technical information were identified, and a set of priority outcomes were agreed to focus on within the negotiations. The meeting also produced a forward-looking strategy to support small states in the negotiating process through a strengthened Alliance of Small Island States (AOSIS).

### Social and economic impacts

Seeking to better understand the repercussions of climate change, the Secretariat has supported analysis

and debate, improving awareness of the human and economic costs of the world's changing climate. The Commonwealth Secretariat has engaged its extensive networks to deepen an understanding of climate change implications right across government. This has included Commonwealth ministers – covering health, education, environment and finance briefs – young people, parliamentarians, law and human rights experts, and professionals working on the built environment and disaster risk reduction.

These debates have helped to focus minds on the pressures faced by health care systems, the need for stronger education on sustainable development, especially climate change, and the need for efforts to transform economies in small states and poor countries to make them less vulnerable to the impacts of climate change within sectors such as agriculture, fisheries and tourism.

Recognising the impact that climate change could have on basic human rights such as the right to life, food, housing, clean water, livelihoods and health, the Secretariat has been exploring the value of a rights-oriented approach to the climate change debate. In particular, this approach brings into focus the important principles of voice, participation and accountability in respect to climate policy and decision-making.

### Climate change and health policy

Climate change will increase risks to human health through weather disasters and heatwaves, changes in infectious disease patterns, stress and trauma, lower fishing and agriculture yields, reduced levels of nutrition, and a potential for conflict arising out of shortages of water and fertile land.

Yet, many actions to reduce greenhouse gas emissions and increase the uptake of carbon by forests and other vegetation and soils will improve public health: improving air quality and reducing respiratory disease; and reducing obesity and non-communicable diseases through increased cycling, walking and use of mass transit systems of transport, and a lower consumption of meat.

*Anthony McMichael, Commonwealth Health Ministers' Update 2009*

Commonwealth youth leaders have been developing the role of young people in climate policy. The Young Commonwealth Climate Change Summit in October 2009 gave Commonwealth youth an opportunity to share their own experiences and establish a youth-led movement to help consider and translate climate change scenarios into effective policies and a better understanding of young people's health, well-being and economic success under climate change.

#### Forests and land use

Forests are the 'lungs of the Earth', yet current rates of deforestation contribute about a fifth of all human-made emissions of carbon dioxide, the principal greenhouse gas that leads to global warming and climate change. It is vital that humans start to put in place policies and mechanisms that help to preserve existing forest cover, and reforest areas in a sensitive way that provides livelihoods for the poorest and most vulnerable in societies.

With its involvement in a stretch of forest in Guyana called Iwokrama, the Secretariat has been

helping to develop research on methods of sustainable tropical rainforest use. It has also facilitated debates by environment ministers on forestry concerns, and high-level dialogues on practical ways to reduce emissions from deforestation and forest degradation.

#### Trade and climate change

The Secretariat has looked closely at the sustainability of fresh agricultural produce in respect of transported exports, particularly from developing countries. Engaging academics and affected groups, such as the Fresh Produce Exporters Association of Kenya, the Secretariat has published topical research on subjects such as the carbon footprint associated with the export of fresh produce.

A recent publication on *Trade, Climate Change and Sustainable Development*, produced by the Secretariat in collaboration with the International Centre for Trade and Sustainable Development, tackles the trade concerns of countries, the 'food miles' debate, developing technologies and competitiveness.

#### Providing technical assistance

The Secretariat also supports member states with the provision of technical assistance and expertise to enable them to achieve progress in areas of national and regional importance. For example, see text box featuring Mark Bynoe, environmental economist.

#### Placing sustainability at the heart of development

Fundamental to all efforts at tackling climate change is a more sustainable approach to development. Humans' ability to adapt to climate change will focus on the provision of food, fuel, shelter, water and livelihoods to an expanding world population under increasingly difficult climatic conditions.

Through its provision of expert advice, the Secretariat helps governments to sustainably manage natural resources without jeopardising their economic development. It assisted the Government of Botswana, for instance, in producing a manual on eco-tourism and setting up an eco-certification scheme for tourist operators. This manual, which acts as a reference for all tourism companies working in Botswana, looks at areas like water and energy management.

Beyond the natural realm, as people flood into

#### Adapting small and poor economies to face climate change

Least developed countries, small vulnerable economies and small island developing states already face the development challenge in its full complexity. This development challenge is further exacerbated by climate change. Not only do many of these countries face severe physical impacts from global warming, but they have economies that are particularly sensitive to climate variation since key trade sectors – tourism, agriculture, fisheries and other commodity exports – are based directly on environment resources. The impacts are compounded by the fact that these countries are among the most open and trade-dependent in the world, and are often remote from major markets, resulting in significant transport costs.

At the national level, smaller developing countries need to ensure that their trade and development policies are climate adapted: building-up domestic productive capacity and diversifying into sectors that are less vulnerable to climate change. They will need significant international support through finance, technology and policy space to enable them to achieve their development goals.

*Trade, Climate Change and Sustainable Development: Key Issues for Small States, Least Developed Countries and Vulnerable Economies (2009)*

#### Disaster risk reduction

Part of the Lake Victoria Climate Change Action Plan response has been carried out by the Secretariat in disaster risk reduction:

- Drawing on support from Singapore through the Secretariat's Third Country Training Programme, key senior government officials from across the Commonwealth received practical and theoretical training in disaster management and emergency response in May 2009. The programme included a sharing of national experiences and practical examples of approaches applied in Singapore.
- A Pacific forum on Using ICTs for Effective Disaster Management in Samoa, July 2009, examined the roles and responsibilities of all stakeholders in the disaster management life cycle and highlighted how ICTs can be used to enhance efforts in disaster management.
- A regional training programme in Africa in Uganda in November 2009 will strengthen the ability of government institutions to integrate risk reduction into development planning and implementation, based on an exchange of experiences and approaches.
- The Secretariat has continued to liaise and add political momentum to the work of the Commonwealth Disaster Management Agency in developing and offering natural disaster insurance.

#### Mark Bynoe, environmental economist

##### **Commonwealth-funded expert is trying to unravel the escalating costs of climate change to the hurricane-prone Caribbean**

Working in collaboration with the Economic Commission for Latin America and the Caribbean, Dr Bynoe's research is designed as a follow-up to the Stern Review – a groundbreaking 2006 report commissioned by the UK Government, which concluded that without prompt action, the economic impact of climate change could be as severe as that of the two World Wars and depression of the early twentieth century.

In his analysis, Dr Bynoe is drawing upon studies from Jamaica, Barbados and Guyana, among other countries, as well as from organisations such as the World Bank, the University of the West Indies, and the Institute of Marine Affairs in Trinidad and Tobago.

One such study, from Belize, looks at how the country's renowned coral reef – vital to the nation's fishing and tourist industries – might be rehabilitated. Threats to this reef, the second longest stretch of coral in the world, caused by pollution and overdevelopment, sedimentation, overfishing and rising sea temperatures place much of the country's economy at risk.

'Once the coral goes, it will affect the whole of Belize', says Dr Bynoe. 'Whole livelihoods will be put under strain if fishermen cannot provide for their families, and cottage industries dependent upon tourism may be adversely affected'.

Dr Bynoe asserts that the region can no longer afford to follow a "business as usual" approach. World Bank estimates suggest the annual damage to countries within the Caribbean Community caused by climate change will rise to US\$11 billion annually by 2080 – a staggering 11 per cent of the region's collective GDP.

'We have a single major goal', he says. 'We hope to show the policy-makers the costs of inaction.'

towns and cities, concerns are also being raised about the impact that this rapid urbanisation will have on people's ability to use energy and water sustainably, and to produce food, as agricultural land comes under pressure from urban sprawl. A scoping study on the State of Commonwealth Cities is looking at the policy challenges in this area.

#### Dr Isabella Bovolo, hydrologist

##### **Scientist on a quest to unlock the secrets of the rainforest**

Dr Bovolo hopes to be able to show the rest of the world how tropical forests can be both conserved and sustainably used for 'ecological, social and economic benefits to local, national and international communities'.

'We need to find out', Dr Bovolo posits, 'what the rainforests are really worth to the local and international community, for example, in terms of rainfall generation, climate buffering, carbon storage, flood protection, biodiversity or soil conservation and how vulnerable these rainforests are to climate change'.

Working closely with the Guyana Hydrometeorological Service (Hydromet) and its network of contacts, Dr Bovolo and colleagues from the Iwokrama International Centre (IIC) are slowly, but surely, building up a picture of the climate of Guyana and the surrounding region.

Dr Bovolo visited government institutes and university faculties, and met with private companies and voluntary organisations in the pursuit of information dating as far back as 1892 to today on rainfall, temperature, evaporation, humidity, wind and sunshine levels.

'Measurements have been taken by various people – enthusiasts, volunteers and organisations. The idea is to seek the data out and collate it so that we can see what gaps there are', she says. 'Once we have collated the data we can start analysing it and looking for trends – monthly, seasonal, long term or spatial'.

The project is set to help establish Iwokrama at the forefront of climate research.

### Maritime boundaries and natural resources

The Secretariat helped promote sustainable economic development by empowering countries to articulate their rights with respect to investment, with particular emphasis on the development of legal and fiscal frameworks concerning the extractive industries (mining and petroleum) and also in the area of maritime boundaries and related aspects of the law of the sea.

#### Maritime boundaries

Addressing the problem of overlapping jurisdictional claims and establishing maritime boundaries between neighbouring coastal states can be critical to economic development. This is important, for example, in the creation of a favourable environment for the exploration and development of fisheries and offshore mineral and petroleum resources.

Most of the Commonwealth's small island states and developing countries experience severe financial and capacity constraints in developing maritime zones legislation, negotiating the delimitation of maritime boundaries, and submitting extended continental shelf claims. This has driven demand for assistance from the Secretariat over the last two years.

## ... the Secretariat has provided legal and technical advice to 14 of its member countries engaged in the process of securing rights to additional areas of continental shelf

#### Major achievements in maritime boundaries

The major highlight of 2009 in the maritime boundary programme has been the success achieved in providing legal and technical support to member countries to assist them to lodge submissions with the United Nations Commission on the Limits of the Continental Shelf, concerning claims to extended areas of continental shelf.

In this regard, the Secretariat has provided legal

and technical advice to 14 of its member countries engaged in the process of securing rights to additional areas of continental shelf. Many of the submissions were made by small island states and developing countries.

In addition to the 200 nautical mile limit prescribed by the 1982 UN Convention on the Law of the Sea, some 20 of the 47 coastal member countries also have the potential to claim extended continental shelf extending in some cases beyond 350 nautical miles. A coastal state seeking to claim such an extended area is required to make a submission to the UN Commission on the Limits of the Continental Shelf. For many countries a deadline of 30 May 2009 applied to the lodgement of their submissions.

The making of a submission to the Commission is significant – particularly for small island states and developing countries – as it provides an internationally accepted basis for a coastal state to secure access to additional areas of seabed and to exercise exclusive rights to explore and exploit potentially lucrative resources – both living (sedentary organisms, genetic resources) and non-living (minerals, oil and natural gas) – that may be located in the seabed.

Extended continental shelf work is a highly specialised legal and technical area, which implicates issues of international law, geo-politics and geo-physics. Of the 51 submissions lodged by May 2009, 14 were prepared with the assistance of the Secretariat. The combined figure for the additional seabed that has been claimed by Commonwealth member countries with the assistance of the Secretariat is in the order of 1.84 million square kilometres. This assistance represented an unprecedented amount of work for the Secretariat and was also a clear success for the Commonwealth Fund for Technical Co-operation (CFTC). Furthermore, the majority of these submissions were made by small island states, which illustrates the organisation's commitment to providing technical assistance to its smallest and most vulnerable members.

#### Supporting negotiations and future submissions

As noted above, the Secretariat assisted countries in negotiating maritime boundaries and rights to use natural resources. Examples of such assistance

*Fish for sale at a market in Seychelles. The making of a submission to claim more of the Continental Shelf is significant, as it provides a basis to exercise exclusive rights to explore and exploit lucrative resources such as fish.*



#### Secretariat supports 'groundbreaking' submissions by small island states

March 2009 saw Mauritius and Seychelles lodge a historic joint submission to the United Nations Commission on the Limits of the Continental Shelf, the first time two small island states had collaborated in such a way. They will also manage the additional seabed together. As a direct result of the Secretariat's support, Mauritius and Seychelles made their submission early and also enhanced their co-operation generally in maritime issues.

Similarly, the Secretariat assisted the Cook Islands to become the first Pacific island country to lodge a submission, and assisted Solomon Islands and Papua New Guinea to lodge a joint submission together with a non-Commonwealth country, the Federated States of Micronesia.

The Secretariat assisted a further nine member countries to submit 'preliminary information' to the UN under a decision made by the States Parties to the Convention on the Law of the Sea made in 2008. The Secretariat was active in preparing and advocating the decision of the states parties, which provides a basis for those countries that struggled to complete their submissions by May 2009, to indicate their intention to make a submission at a later date.

included producing maps and data to be used in negotiations, and providing legal advice on rights and obligations in the context of maritime boundary negotiations. The Secretariat helped countries develop strategies for how best to approach such negotiations and participated in negotiations where requested.

With regards to offshore petroleum extraction, the Secretariat also worked with countries on joint management regimes/joint development zones. When countries have overlapping seabed rights, they have to agree on how to extract and share resources, and how to share resulting revenues. The Secretariat is working on a new project on this issue in Jamaica, while the Seychelles and Mauritius have also requested assistance.

With regard to the extended continental shelf process, the Secretariat will continue to assist those member countries that have supplied preliminary information to the Commission to complete work on their submissions. The organisation is also

*The Secretariat provides advice on the environmental, social and cultural issues associated with extractive industries. For example, extracting palm oil from the spiny palm bunches can pose serious environmental risks. Oil mill effluent is a big hazard. In the past, pollution has caused considerable damage to water sources, putting people's health at risk. Pesticides and herbicides also pose health hazards.*



assisting countries such as Maldives and Kiribati, for whom a later deadline applies because of their later acceptance of the Convention on the Law of the Sea, and is helping to defend submissions that have already been made.

#### **Natural resources**

The Commonwealth Secretariat has in the last two years advised and assisted member countries to put in place procedures and processes to enable them efficiently and effectively to manage their natural resources, especially oil and petroleum.

## **... some governments make requests for specific advice with respect to niche areas of expertise**

For example, countries such as Belize, Botswana and Tanzania were assisted to put in place legal, fiscal and commercial frameworks that guide the exploration, exploitation and sharing of revenues from their natural resources. The mission of the Secretariat in this regard is two-fold: to help

governments secure investment in these sectors, and to ensure that their countries maximise economic and social benefits arising from such investment on a basis that will deliver sustainable economic growth and help meet development targets.

The Secretariat provided advice on the formulation of petroleum and mineral resource development policies and strategies, while assistance was also given to government officials in reviewing existing legal, fiscal and other regulatory arrangements. In addition, the organisation provided advice on promotion efforts to attract investment in the natural resources sector.

Many requests for assistance from the Secretariat in the natural resources sector require a full review of general mineral or petroleum sector policies and regulatory arrangements. However, some governments make requests for specific advice with respect to niche areas of expertise. These include the management of petroleum revenues, commercial terms for natural gas projects, regulatory frameworks for extraction of unconventional resources (such as coal-bed methane), regulatory frameworks for uranium mining, policy frameworks for offshore deep-sea mining, and legislative frameworks for mine site rehabilitation and closure.

More than 20 countries have benefited from the Secretariat's assistance on the management of natural resources, focusing on reform of the mining and petroleum sectors, with the organisation providing advice on regulatory regimes as well as on environmental, social and cultural issues associated with mining.

During the period under review, one of the main issues was the rapid rise of both petroleum and mined commodities prices such as nickel, zinc and copper until mid-2008. Commonwealth mining/producing countries saw their revenues increase, with private mining companies making large profits. Many countries thus came under pressure to renegotiate contracts and their fiscal regimes for dealing with mining companies in order to gain a more equitable share of such profits. However, the subsequent collapse of commodity prices and the resultant economic recession brought about increased pressure to ensure that the regulatory regimes of these countries were flexible enough to adapt to such changes.

#### **Maximising economic and social benefits**

The Secretariat assisted countries establish proper contractual arrangements and fiscal regimes with two main principles in mind: stability and flexibility. It aims to ensure that countries can maximise their revenue from mining activities, but also that the legal and fiscal regime is flexible, so that in periods of high commodity prices, governments will take a higher share of profits, but in periods of lower commodity prices, activities will still be attractive for companies and investors.

At the same time, a key issue in most countries

is how to manage revenue from mineral or petroleum resources. Many countries have a good fiscal regime and legal framework, but there are many cases in which the revenues generated do not achieve as much distributive efficacy as would be beneficial for societal transformation. Indeed, some countries that discovered petroleum 25 years ago are now poorer than before.

A sudden influx of large amounts of revenue can also cause problems. For example, the Cook Islands is beginning to explore deep-sea mining; however, given the country's small economy, huge incomes from mining could potentially have a damaging effect. The Secretariat is working with the Cook Islands' government to put in place stabilising systems to ensure that revenues generated from the exploitation of its deep-sea mineral resources do not disrupt the rest of the economy.

Meanwhile, the increase in crude oil prices has led some countries with marginal deposits to consider their resources worth exploiting. The Secretariat is working with such countries to ensure their legal and fiscal preparedness to manage oil revenues, as well as ensure the effective management of such revenues.

The rise in oil prices, in addition to other environmental factors, has also increased the attractiveness of other fuels. There has been an increased focus on nuclear power, for example, and the profitability prospects of uranium mining have risen. The Secretariat is providing assistance to member countries with uranium resources looking to exploit these prospects. Assistance is being provided in such countries as Botswana, Malawi and Namibia.



*Antiquated infrastructure is one of the many challenges countries may face in their public sectors. Here, farmers lay a water pipe in Galgamuwa, Kurunegala District, Sri Lanka.*

## 3

### Public Sector Development

Many Commonwealth countries face challenges in their public sectors, including limited resources, a lack of trained officials in key areas, antiquated systems and infrastructure, a weak policy environment, and a lack of knowledge and technology to provide effective services. Weak public service institutions and resource constraints severely limit their capacity to sustain development, reduce poverty and achieve the Millennium Development Goals.

In the period under review, the Commonwealth Secretariat continued to work with these countries to advance good governance, with a view to promoting their long-term development, by assisting governments to build public service capacity, strengthen public institutions, improve service delivery and promote the use of information and communication technology to enable modernisation. Good governance goes hand in hand with political, economic and social development – it is an overarching priority of the Commonwealth Secretariat.

#### Governance

Human resources and leadership are vital elements for an efficient public service. The Secretariat has built on its particular strength in leadership development by working with high-level government officials, cabinet ministers and permanent secretaries.

Joint workshops or ‘retreats’ for cabinet ministers and principal secretaries, following changes of government, have taken place in Belize, Grenada, St Lucia, Montserrat, Lesotho, Mozambique, Solomon Islands and Swaziland.

These retreats aim to improve interaction between cabinet members and senior civil servants, and were facilitated by Secretariat advisers, including former prime ministers, former cabinet secretaries and ministers of government. They help ensure collaboration and commitment to achieve good governance in times of political transition, and by extension, improved public service delivery for the achievement of national development outcomes.

#### Ministers’ forums

Ministers’ forums allowed the Secretariat to consult directly with an important constituency, generating numerous ideas and helping to set priorities in public sector development programmes.

The 2nd Commonwealth Ministers’ Forum on Public Sector Development took place in Barbados, in October 2008, following up on the first such biennial meeting in 2006 of ministers responsible

for public services. The Barbados Forum discussed issues of governance and managing international relationships, national partnerships between different sectors and relations between ministers and their permanent secretaries. Priorities for action were identified, which include leveraging strategic relationships, building effective national networks and supporting dynamic leadership.

Internally, the Commonwealth Secretariat made progress in its good governance strategy. The 2006 Public Administration Ministers’ Forum requested that the Secretariat develop a governance framework. The Good Governance Initiative will offer a framework for a working definition, principles and goals of good governance for the Commonwealth Secretariat. To date, a working concept has been formulated and five principles of good governance have been established: accountability, transparency, predictability, capacity and participation. The concept paper defines good governance as ‘the development of public value through institutions and processes that are accountable, transparent, predictable, capable and open to participation’. Work is continuing on refining and piloting assessment indicators associated with the governance goals, as part of the Secretariat’s continuing efforts to better serve member government needs.

#### Meetings of Heads of Public Services

The Secretariat also worked on a regional level with Heads of Public Services. In July 2009, 50 delegates from 17 Commonwealth African countries’ public

services met in Seychelles for a forum on Managing and Measuring Performance in the Public Service in Commonwealth Africa. They committed to wide-ranging reforms to improve delivery of public services, and to playing a leading role in creating and institutionalising strategic approaches to manage and measure performance in their public services.

Similarly in May 2009, the Caribbean Cabinet Secretaries and Heads of Public Services met in Trinidad and Tobago with the focus on the concept of public-private partnerships (PPPs) for use on government infrastructural projects. They emphasised that the strategic priorities for the

## The Secretariat has worked to assist member countries that suffer persistent budgetary shortfalls

region were leadership and human resource development, PPPs and information management.

These meetings take place annually to allow the sharing of ideas and experiences on critical public sector development issues. They also provide an opportunity to ensure that the Secretariat's public sector development programme is aligned with the priorities identified by the regional leaders. The 2010 meetings will be in Cameroon for Africa and in Belize for the Caribbean.

### Commonwealth Pacific Governance Facility

On a regional level, the new Commonwealth Pacific Governance Facility (CPGF) recognises the unique governance requirements of island states in the Commonwealth Pacific. In partnership with other donors, this programme anticipates thematic and country projects on good governance, focusing on four areas (democratic institutions, anti-corruption institutions, access to government information and land mobilisation policies). Some small-scale programme activities have already commenced, including a scoping mission on land information management in Tonga and Samoa. The CPGF office will be co-located with the Commonwealth Youth Programme (CYP) office in Honiara, Solomon Islands. It is expected that a programme director will be in place by the end of 2009.

### Public expenditure management

Many Commonwealth nations suffer from persistent budgetary shortfalls. The Secretariat has worked to assist countries in this respect through its Commonwealth Public Financial Management Self-Assessment Toolkit (CPFM-SAT). This web-based, interactive toolkit for evaluating a country's public finance reform was developed by more than 100 practitioners from 40 countries. It functions as a checklist for measuring progress and identifying what needs to be done; as a self-assessment, it can be less intimidating to use than other measures currently available. Long-term, the toolkit should also nurture a culture of self-assessment among governments and help develop a stronger sense of ownership on public sector reform.

In 2007, Heads of Government and finance ministers endorsed the toolkit and made a commitment to use it biennially. After a successful pilot phase in 2007 in Cameroon, the CPFM-SAT is now being applied in 19 countries, and a progress report was presented to finance ministers in September 2009.

The toolkit's scope also involves auditors-general across the Commonwealth, who not only assisted in its development, but also form another community to complement and assist in improving financial practices. In July 2008, the triennial Auditors-General Conference in Bermuda looked at the powers and responsibilities of auditors-general and their role in supporting self-scrutiny of parliaments and legislatures.

A *Public Finance Journal*, the second issue of which was published in 2008, was also introduced to assist the transformation of public finance in member countries. A total of five thematic works (frameworks and guidelines) have been developed to complement country initiatives.

### Commonwealth Public Procurement Network (CPPN)

In addition to Pyramids in the Valley (see box), a second community of practitioners was established: the Commonwealth Public Procurement Network (CPPN), which is also a forum of heads of the procurement oversight/regulatory agencies and central boards within the Commonwealth. This network, which is currently based primarily in Africa, aims to enhance leadership and strengthen

### Building Pyramids in the Valley

In 2007, the Secretariat launched an innovative new programme to enhance leadership in public expenditure management and improve financial management skills. The 'Building Pyramids in the Valley' initiative consists of a professional exchange programme for budget officers, internal auditors and other financial professionals. 'Pyramids' represent enhanced capacity, and 'valleys' are recipient institutions.

The programme represents a departure from more traditional workshops or seminars, in that it focuses more intently on the transfer of knowledge and skills from high-capacity institutions within the Commonwealth in a practical, sustainable and measurable way. The emphasis is also less on the creation of a programme than on the building up of networks, which can become self-sustaining, facilitating long-term professional contacts and information sharing, as well as South-South co-operation.

Building Pyramids in the Valley offers participants the opportunity to become members of the Commonwealth Public Expenditure Thematic Fellowship, enabling them to draw up a one-year collective action plan. The fellowship facilitates the transfer of skills and knowledge by engaging senior finance, budget and audit officials, and by the time of writing, a total of 57 thematic fellows in 32 member countries from all regions had received mentoring and workplace learning from counterparts in New Zealand and Canada.

Examples of key outcomes include that some member countries (e.g. Ghana) have adopted the Commonwealth Frameworks for Internal Audit and Internal Controls, that internal audit has been mainstreamed in Solomon Islands, risk management has been introduced in the Ministry of Local Government in Botswana, and in Sierra Leone a unit for co-ordinating the internal audit function has been established in the Office of the Auditor-General.

In the coming months, a long-term expert is to be placed in Solomon Islands. Ten thematic best practice case studies are also due to be published by end of 2009, while a Commonwealth public finance portal will be introduced in 2009 to enhance learning and research within the Commonwealth.

public procurement systems in member countries through a peer review mechanism and to promote good practice in procurement. A total of 17 member countries now participate in CPPN activities. The CPPN has introduced country peer reviews as part of its core practice at annual technical conferences. As with the thematic fellowship, the CPPN was established on the premise that practitioners know best in terms of needs identification and priority setting. A systematic roll-out of the network will take place across the Commonwealth.

### Leadership and human resource management

In June 2008, 22 senior managers from 15

countries took part in the Commonwealth Executive Programme in Public Management in Toronto, a platform for participants to examine leading practices in the design and delivery of government programmes and policies. Participants were encouraged to draw up action plans for implementation in their respective public sector organisations, covering a range of issues such as change management, public sector reform, human resource planning and project management.

Through Secretariat programmes like the Commonwealth Advanced Seminar (CAS) held the past 14 years in Wellington, New Zealand, more than 500 senior public officials have advanced their ability to lead reform. Subsequently, they have developed case studies and implemented action plans to transform their governments and improve delivery of public services.

At the national level, work has been ongoing to strengthen human resource planning and management. For example, in Belize the public service has developed a Human Resource Management Training Framework, which is being utilised for the development of 41 human resource managers, ministries, departments and agencies.

### Anti-corruption

As a part of its anti-corruption programme, the Secretariat has brought together 120 key government officials since 1999. During these programmes, officials have shared experiences and approaches to tackling corruption. For instance, in October 2007, 19 participants from 11 countries discussed corruption in infrastructure and service delivery at Loughborough University in the UK. The workshop helped participants to understand the different types of corruption present in the infrastructure sector and to recognise key issues involved in implementing anti-corruption initiatives. The course also introduced an anti-corruption practitioners' toolkit for use in the field, and participants developed an action plan to combat corruption in their respective countries.

### Service delivery

The Secretariat's aim for its members is for public services to be delivered collaboratively by enabled public, private and civil society organisations in the national interest, according to international



### Corporate governance

Corporate governance remains an important initiative, especially in light of the global financial crisis, with the effects of inadequate checks and balances causing great financial and non-financial losses to nations and communities.

Initiatives have been undertaken to leverage the knowledge and experiences contained in various corporate governance expertise organisations to exchange and share expertise in supporting Commonwealth member countries.

A pan-Commonwealth workshop on Ethics and Corporate Governance was held in Malaysia, August 2009, attended by 30 participants. Briefings were made by spokespersons from the Securities Commission, KL Stock Exchange, Minority Shareholders Watchdog Group and the Companies Commission. Further similar pan-Commonwealth workshops will be conducted on a regional basis.

standards of performance and compliance. The Secretariat has worked towards this goal by building technical and managerial capacity to continuously improve the performance of public institutions, and by strengthening public service training institutes in partnership with other Commonwealth associations to close public sector skill gaps.

At the pan-Commonwealth level, the Secretariat has worked to raise awareness through sharing good practice and increasing knowledge. At the regional level, the focus has been on best practice and developing country strategies, while at the national level, the focus has been on skills enhancement, policy and systems change.

### Placement of experts

The provision of long-term experts through the Commonwealth Fund for Technical Co-operation (CFTC) is a key service provided by the Commonwealth to our members. It is based on the principles of country ownership, partnership and the promotion of North-South, but more often South-South, co-operation, drawing on the skills and expertise of all our membership in order to help countries put in place sustainable solutions to key national development challenges.

For many years, the Commonwealth Secretariat has provided this highly valued and trusted service in response to requests from member countries. Every year the Secretariat engages and deploys professionals to countries challenged by human resource and other capacity constraints. Postings are generally for two years, but can be longer in certain instances.

Currently around 40 experts are on assignment in 22 countries and in 19 regional institutions or educational establishments in a number of technical and professional fields such as trade, public sector development and governance, economic and financial management, health and education, as well as other areas related to a country's growth and development.

For example, the Secretariat provides court administration expertise and senior judges to Lesotho, Swaziland, The Gambia and Sierra Leone, to address long-standing challenges in effectively managing and passing judgment on cases proceeding through the high courts. Through this work, it is hoped to dramatically improve the access to justice for all citizens in those countries.

Many small states lack the capacity to draft the legislation required to reform their public services or fulfil their international treaty obligations. The Secretariat has therefore provided legislative drafters to the CARICOM Secretariat in Guyana in order to assist member countries with their drafting and law revision needs. Similarly, in Swaziland, legal drafters have been provided in order to adapt the entire legal system to the country's new constitution, introduced in 2005.

Local governance expertise has been provided in the Pacific, Caribbean and Africa to strengthen local governments and improve democratic participation of local communities. For example, aquaculture and mariculture experts have improved Namibia's fisheries development programme; an occupational therapist has trained teachers and carers within schools in Jamaica in order to improve the overall care and understanding of children with special needs; and the Internal Audit Bureau of Solomon Islands has been strengthened in order to improve overall standards in governance and accountability.

Furthermore, the Secretariat has provided support to the effective management of the Iwokrama rainforest in Guyana, which was gifted to the Commonwealth in 1989 by then Guyanese President Hoyte. Assistance is currently being provided to the Iwokrama International Centre to effectively manage their research and scientific records, in order that the lessons of good forestry stewardship can be made available across the Commonwealth and that the language, culture and

traditions of indigenous people can be safeguarded for future generations.

In addition, the Secretariat places volunteer experts via the Commonwealth Service Abroad Programme (CSAP). Under this programme, volunteer experts work for up to six months alongside staff of public, private or civil society institutions, to design, develop and implement high-impact projects. CSAP also provides assistance in response to natural disasters in order to deal with the initial aftermath and plan for the subsequent recovery.

### Training public officials

The Secretariat's public sector training generally targeted middle and senior management and technical staff in the areas of policy development and management, negotiation skills, development evaluation and legislative drafting. For example, a three-year development evaluation programme was designed for senior public servants responsible for monitoring and evaluation of projects in the Caribbean, and this led to the creation of the Caribbean Association of Development Evaluators. The Caribbean now has 25 development evaluation experts, who expand upon the programme in their various countries. An online community of practice is being used for

information sharing and to aid sustainability of the post-training network. A 12-week regional legislative drafting course for lawyers, which began in 2005-06, continued in Africa and the Caribbean and was extended to the Pacific region.

In the Caribbean region, the identified need for law reform, law revision and legislative drafting spurred the Commonwealth to develop a regional programme for legislative drafters at the University of Guyana. This is a two-phased programme, with the first phase being a three-month residential programme at the University of Guyana and the second phase a three-month mentorship programme with the Caribbean Community Secretariat (CARICOM). In the latter, those being mentored work alongside senior law reform and revision experts and with legislative drafters in the areas of legislative drafting, legislative implementation of treaties, and law reform and law revision. Thereafter they are supported through online communities of practice.

The capacity of the police force of Sierra Leone was also strengthened in the areas of community policing, human rights, policing in a democratic setting and general criminal investigations through the delivery of four six-week training attachments (in 2003, 2004, 2007 and 2008) for police officers

*A hatchery at the Omahenene aquaculture fish farming centre in the Omusati region of Namibia.*



to Botswana Police College. To date, 80 officers (including 25 women) from the Sierra Leone Police Force have been trained at the Botswana Police College. The project benefited from an evaluation of the Commonwealth Secretariat Programme of Assistance to Sierra Leone 1999–2005, which concluded that significant capacity-building had occurred. This was an example of the South–South collaboration that the Secretariat actively promotes.

The Caribbean Cabinet Secretaries initiative is a work–study programme for cabinet secretaries in the region. It is an important programme for newly appointed cabinet secretaries, who undertake a one-week study visit to the Cabinet Office of Jamaica, a best practice case for Cabinet Offices.

The Secretariat has also been working with a network of 45 government-training institutions as part of the Public Service Training Institutes (PSTI) Initiative, with the Commonwealth Association for Public Administration and Management (CAPAM) and other Commonwealth organisations. This initiative in the regions of Asia, Africa and the Caribbean aims to develop the institutions' capacity to offer training and to fill gaps in public service

capacity. The Secretariat contributed to PSTI capacity-building by supporting the attachment of Heads of PSTIs to counterpart institutions in developed Commonwealth countries. This is a good example of sharing best practice through North–South co-operation within the Commonwealth.

#### Public services delivered collaboratively

Public–private partnerships (PPPs) are increasingly important, particularly in the present economic climate, as more countries look to the private sector to finance infrastructure and services. The Secretariat worked with governments to build their capacity to work effectively with the private sector, and the organisation tried to respond to the almost limitless demand for its services by providing a range of training and advisory activities.

To capitalise on opportunities and maximise return on investments in PPP programmes, the Commonwealth Secretariat conducted in-country ministerial briefings and trained more than 150 senior government officials from more than 35 Commonwealth countries. Training programmes for public sector executives in India and Malawi

broadened their understanding of the range of partnership options that exist in emerging markets, and enhanced their capacity to manage partnerships. The Secretariat assisted in the creation of PPP units in Fiji, Zambia, Sri Lanka, Tanzania and Namibia. The organisation also developed a leadership programme for senior officials involved in structuring and developing PPPs. More than 75

Secretariat is delivering up to nine pan-Commonwealth programmes annually in public governance, e-government and competitiveness, in co-operation with the Government of Singapore. Training programmes included a two-week audit practices course in early 2008 for internal auditors and managers, in which 24 member countries participated. There was also a five-day study programme in November 2008, Managing Complexity in Networked Government, which offered training on effective management of complex issues and structures; 21 permanent secretaries from 14 countries participated in the programme. In Malta, six training programmes were organised each year in areas that included modern diplomacy for small states, management of coastal resources, port operations and management, legal and regulatory frameworks for ICTs, insurance regulation and banking, and finance for small states.

#### Information and communication technologies

The Secretariat aims to develop the effective use of information and communication technology (ICT) strategies, e-governance and knowledge management. The organisation has made promoting ICTs a priority, considering it a critical enabler in bridging the digital gap and facilitating opportunities to achieve development goals. Taking into account the direct relationship between economic growth and ICT, the Secretariat implemented projects in support of selected countries' development priorities on national e-governance strategies, access to ICT and online education and training for disadvantaged communities.

#### E-governance strategies and frameworks

Much of the Secretariat's work in ICT focused on e-governance strategies and frameworks. E-governance has evolved dramatically, even in Commonwealth developing countries. It encompasses e-democracy, e-government and e-business. E-governance has also progressively acquired more complex functionalities, evolving from e-transactions and increasingly towards supporting the critical high-level functions of public management, improved communications between different parts of government, and enabling

## The Secretariat trained more than 150 senior government officials from more than 35 Commonwealth countries on public–private partnerships

participants attended three regional workshops organised for the Pacific, Asia and Africa at Bond University in Australia.

A PPP compendium is being compiled summarising examples of projects and lessons learned. It was due to be published in November 2009.

#### Promoting local government reforms

The Secretariat promotes local government reforms as a part of its commitment towards democracy and development. The organisation has assisted countries such as Ghana, Swaziland and The Gambia in advancing their decentralisation policies and strategies, has trained various relevant cadres of officials and has deployed short- and long-term experts and consultants to fill areas of critical skill shortages. The Secretariat's local government finance programme provides guidance to facilitate the effective and efficient use of limited resources, while its policy research and publications help policy-makers make better-informed decisions about decentralisation.

#### Third Country Training programme

Third Country Training programmes continued in Singapore and Malta throughout 2007–09. These two countries are now firmly established as 'hubs' for pan-Commonwealth training in areas of their respective comparative advantage: Singapore for its expertise in governance and ICT and Malta as a developed small island state. In Singapore, the

*Commonwealth advisers speak to farmers near Thika, north of the Kenyan capital Nairobi. The project promotes rural entrepreneurship and builds farmers' capacity to ensure they produce top quality products that can compete in the marketplace.*



### Commonwealth Connects

Commonwealth Connects is a unique initiative to fast track positive change through the transfer of technology and expertise across the whole Commonwealth. It works to enable effective use of ICT strategies, e-governance and knowledge management. Voluntary contributions from countries fund a number of projects across the Commonwealth, with the aim of closing the digital divide.

The Commonwealth Connects programme was established by Heads of Government to build policy and regulatory capacity, modernise education and skills development, facilitate entrepreneurship for poverty reduction and wealth creation, promote local access and connectivity and facilitate the development of regional networks, local content and knowledge.

Commonwealth Connects has completed and initiated a number of projects to date. These include:

- The Commonwealth African Rural Connectivity Initiative, a programme to develop ICT for rural communities across Sub-Saharan Africa, which has mapped out gaps across Africa and identified ten projects for implementation.
- A radio programme in Cameroon to promote small business training for women entrepreneurs. The project has received positive feedback, with demand for multiple broadcasts and the long-term continuation of the programme.
- An ICT programme to help women farmers develop organic farming, through information sharing and networking. Approximately 20 participants around the Caribbean participated in the programme held in Jamaica in 2008.
- In Trinidad and Tobago, where only 10 per cent of the population has access to the internet, Commonwealth Connects launched the Computers for Communities project in September 2008, with a budget of \$200,000. Still in the early stages of implementation, the project involves used computers being placed in schools.
- The Hole in the Wall Computer Learning Station opened in Uganda's capital, Kampala, in November 2007. This US\$100,000 project, launched by Commonwealth Connects in collaboration with the Government of India, aims at enhancing access to ICT through provision of computers to communities. Four computer terminals have been installed at a solar-powered learning station in the community of Kiswa, 3 kilometres east of Kampala. This project is in fact the replication of similarly successful projects in India.
- Secretariat training of more than 500 people on a variety of ICT programmes, in addition to connecting more than 200 young people in Lesotho and Uganda through online education programmes.
- Post-tsunami rebuilding in Asia was accelerated using ICTs for change through websites, aid supply, donor funding and information.
- A Commonwealth Computer Navigator Certificate (CCNC) was developed by the Commonwealth of Learning. The CCNC allows learners (e.g. students) to acquire ICT skills of their choice (e.g. in Microsoft Word or any other software). The CCNC adds value to the existing content of the Open International Computer Drivers License (CDL) learning portal. It is a distance-learning tool, which was created by the Go Open Source campaign in South Africa. The content of the learning portal is free to access for anyone to use, modify and distribute.

partnerships between different stakeholders – ultimately resulting in ‘networked government’. In most developing Commonwealth countries, e-governance is limited to the transfer of government transactions online, without achieving the full potential of networked government. E-governance is about modernising government to make public services prompt, convenient and easy to use.

Recent Commonwealth publications in this area include *ICT for the public service: A small states focus* (2008) and *Growth and Success through e-governance: Best Practice from Cyprus and Malta* (2008).

### ICT for development

The Commonwealth Secretariat is playing a considerable role in creating awareness about importance of ICT for development and in complementing current global efforts to bridge the digital divide. To provide a strategic base for related efforts, the Commonwealth Secretariat raised a need for a ‘first pass assessment’ of the maturity of ICT planning and implementation within each member state, to assist in determining which nations might benefit most from technical and financial assistance.

During 2007, the Secretariat conducted an ICT maturity assessment for all 53 member countries, which classified each country into one of four categories. The study identified five countries in the Africa region without a National ICT Strategy, with 14 countries in the process of developing such a strategy. It was noted that the Africa region was lagging behind other countries on the ICT maturity spectrum.

Following the conclusions of this study, the Secretariat has focused on: enabling relevant ICT ministries formulate and design National ICT Strategies; assisting ministries make their processes more efficient and customer focused; and building the capacity of ministries’ chief information officers.

A notable success of this Commonwealth-wide work has been the formulation of a National ICT Strategy in Tonga, which was drafted in close collaboration with a Secretariat adviser. Good progress is being made in replicating this achievement

## During 2007, the Secretariat conducted an ICT maturity assessment for all 53 member countries

in Belize, and plans are in place for work in this area with Seychelles and Sierra Leone. Capacity-building workshops for National ICT Strategies have also been held in Swaziland for the Africa region and Barbados for the Caribbean region.

The Secretariat’s programme on business process re-engineering builds on enabling technologies to allow various member country institutions re-evaluate their service delivery mechanisms and procedures, and make them more efficient. Workshops have been carried out in Africa, Asia, the Caribbean and across the Commonwealth.

Improving chief information officers’ (CIO) capacity to operate efficient ICT departments is intended to build on the benefits of National ICT Strategies, and ensure that investment in ICT can be sustained in the long run. With this in mind, an annual pan-Commonwealth programme is held in Toronto, where high-level officials from Commonwealth countries acquire relevant skills to increase the efficiency of their ICT departments.

### Commonwealth Partnership Platform Portal

The Commonwealth Partnership Platform Portal (CP3), which will be officially presented to the CHOGM in Port of Spain in November 2009, is a ‘one-stop’ venue providing multidisciplinary information on the Commonwealth and connecting young people, governments and businesses from across member countries.

The CP3 will provide a versatile, efficient information and communications tool, which members of the Commonwealth community are intended to use to advance key Commonwealth goals and values, including freedom of expression, democratic values and good governance, greater knowledge and understanding of cultural diversity, increased outreach to youth and other groups at risk, better communications and co-operation among member country governments, and more effective collaboration among non-governmental organisations and voluntary associations.

### Pacific Village online

The Commonwealth Secretariat has facilitated the development of ‘Pacific Village’, an online community of practice where public servants and other professionals can meet, communicate and share knowledge. The site acts as a repository of materials, documents and web links for networks of professionals such as human resource managers, trainers, IT staff, small business owners and public sector workers from 11 Commonwealth Pacific countries. These communities of practice meet regularly on the site to share their experiences, consider best practice, and talk about what they have done, what didn’t work and what they have learned – essentially knowledge sharing and informal learning.

Another important project in the area of ICT is the Commonwealth Youth Programme Technology Empowerment Centre (‘CYPTEC on Wheels’), which provides ICT access for young people in underprivileged areas of India (see chapter 5).



*A group of young women who have returned to primary education, at Nkhulambe school, after becoming mothers.*

## 4

## Human Development

*While many Commonwealth countries have made significant strides in the areas of education, health, gender and youth development, there are still major challenges that have an impact including conflict, globalisation, poverty and HIV/AIDS. Some two-thirds of the estimated 1.2 billion people in the world living on less than US\$1 a day are Commonwealth citizens. Of the 40 million people living with HIV/AIDS, 60 per cent are Commonwealth citizens.*

*The Secretariat's education programme has as its particular focus the member states at risk of not meeting the education Millennium Development Goals (MDGs). In health, the organisation's advocacy work has influenced national, regional and global policies, while at the same time providing analysis and policy advice on issues such as maternal and child health, non-communicable diseases and e-health. The gender programme has continued work towards ensuring that gender equality and gender mainstreaming become integral parts of governmental structures, systems, laws and culture.*

Human development is at the heart of social, cultural and economic progress. It is a fundamental right, an end in itself, and a necessary prerequisite for social, economic, cultural, and technological development and for peace. To develop economically, countries need healthy people, with a diversity of education and skills, while maximising women's potential is crucial to solving economic issues. For growth to be sustained, it is critical that economic and technological advances are translated into advances in human development.

health and education budgets. During the two years under review, the Secretariat has worked with governments and a range of other stakeholders, including the UN, multilateral and bilateral agencies, NGOs and the private sector, to ensure that appropriate action is taken at all levels in an integrated and coherent way.

### Education

Although trends are broadly positive in education, with a third of the 40 Commonwealth countries for which data is available having achieved universal primary education, many countries in Sub-Saharan Africa and South Asia are not on track to reach the education MDGs by 2015.

An estimated 30 million primary school children are out of school in Commonwealth countries, 57 per cent of whom are girls. Eighty-five per cent of children out of school in the Commonwealth live in Ghana, India, Kenya, Mozambique, Nigeria and Pakistan. Education demand is also limited in the same countries by social and cultural barriers, as well as by the devastating effects of HIV/AIDS.

Thirteen Commonwealth countries have achieved gender parity at both primary and secondary levels. However, many girls, particularly in rural areas, still do not have access to education, while boys' underachievement is emerging as a concern.

### The challenge is to keep human development high on national and international agendas

The Commonwealth Secretariat works with member states to ensure full access to quality primary education, to eliminate educational gender disparities, to strengthen health systems, and to ensure that women play an equal role and young people are meaningfully engaged in all aspects of society.

The challenge is to keep human development high on national and international agendas during the current global economic crisis. Donor countries are cutting aid budgets, and developing countries are losing social safety nets, and cutting

One of the key issues affecting the provision of education is the shortage of qualified teachers, both in terms of quantity and quality. According to the UN Educational, Scientific and Cultural Organization (UNESCO), 80 per cent of teachers employed in developing countries are underqualified. Although Sub-Saharan Africa has been identified as the region most affected in this respect, challenges and needs in the teaching profession are a common feature across the Commonwealth. These include the level of prioritisation given to education, planning and management of the teaching profession.

#### Championing education

The Secretariat has remained committed to the attainment of the two education MDGs – achieving universal primary education and eliminating gender disparities in education. To this end it has worked in three areas: EFA, HIV and AIDS in education, and educational quality. Following the directive given by the 17th Conference of Commonwealth Education Ministers (17CCEM) held in June 2009 in Malaysia (50 years after the first such conference),

## The CTRP has been identified as a model of international good practice in migration and development

attention will also be given in the coming years to post-primary education, promoting respect and understanding through education, climate change, school leadership and education in small states.

Since 2007, the Secretariat has worked closely with member governments to deliver the agreed programmes, with a particular focus on countries at risk of not meeting the MDGs. The organisation has maintained a strong presence in key international educational initiatives working towards these goals – for example, as a member of the Global Advisory Committee of the Girls Educational Initiative (UNGEI) – while at the same time acting as a facilitator, for example, in assisting Commonwealth countries to gain access to the Fast Track Initiative (see below).

In order to increase the reach of its work, and to better reflect the concerns of Commonwealth member countries on the global stage, the Secretariat has also worked with a wide range of partners and actively participated in global networks. For example, it has worked with the Association for the Development of Education in Africa (ADEA) since 1993, and is moving to formalise other key partnerships with UNESCO and the Commonwealth of Learning. There has been frequent collaboration with the World Bank, UNICEF and the African Union, and the Secretariat is a member of international networks such as the International Network for Education in Emergencies (INEE).

#### Commonwealth Teacher Recruitment Protocol (CTRP)

Many of the problems Commonwealth member countries such as India, Kenya, Mozambique, Nigeria and Uganda encounter in trying to increase numbers of qualified new teachers are heightened by a diminishing stock of existing teachers, partly as a result of migration. For example, Guyana trains 300 teachers per year, only to lose more than that number from its existing stock, through recruitment and migration overseas.

To address this issue, the Secretariat produced the Commonwealth Teacher Recruitment Protocol (CTRP), which offers an international standard for teacher recruitment and was adopted by education ministers in 2004. The Protocol aims to balance the rights of teachers to migrate internationally, on a temporary or permanent basis, against the need to protect the integrity of national education systems and prevent the exploitation of scarce human resources in developing or low-income countries.

The CTRP has now been adopted by all 53 Commonwealth member countries and some non-Commonwealth countries as well. It has also been identified as a model of international good practice in migration and development, recognised by UNESCO, the ILO, the Organization of American States and the African Union.

In the two years under review, the Secretariat has worked to advance the implementation, advocacy and dissemination of the CTRP. Regional meetings of ministries of education, teaching service commissions and teachers'



*One of the key issues affecting education is the shortage of qualified teachers such as Nandkumar Jagannath Borkar, a teacher at Pravodhankar Thakare Municipal Primary School in Mumbai, India.*

organisations have been held in the Pacific, East Africa, Asia and West Africa regions to look at its implementation. A review was also carried out in 2008 to assess the extent of implementation, and some of that review's recommendations (such as disseminating the Protocol content more widely, and strengthening existing data management systems) have been put into action.

The Secretariat organised a workshop to exchange good practice on teacher retention among Commonwealth countries in the Africa region, and three annual research symposia on teacher migration have been held in the UK, Mozambique and the USA.

Since 2006, the Secretariat has worked in collaboration with the ILO (which has itself adopted the CTRP), a UN agency and Education International, the umbrella organisation for teachers' unions worldwide, to promote the Protocol's use. The CTRP formed the basis for the export of teachers to Rwanda from Kenya during the period under review. Most recently, in September 2009, an influential report on

Importing Education released by the American Federation of Teachers (AFT) cited the Secretariat's teacher recruitment guidelines as being an 'excellent model' for the United States to consider in developing its own national ethical standards for hiring migrant teachers.

#### Multi-grade teaching

The Secretariat has embraced multi-grade teaching (where one teacher teaches two or more grade levels) as an alternative strategy that can help some member countries cope with teacher shortages, while improving teaching quality, particularly in small schools in remote and sparsely populated areas. In doing so, the organisation has developed a comprehensive package to improve multi-grade teaching and learning processes.

Three regional multi-grade teaching training workshops for the Africa, Caribbean and Pacific regions were held in Lesotho (March 2007), Samoa (June 2007) and St Lucia (June 2008). These brought together multi-grade teachers and head teachers, teacher trainers and education officers to



Effective health interventions can increase immunisation rates, reduce maternal mortality and reduce HIV infection rates. Here a doctor examines a young child at a medical centre in Kenya.

introduce the multi-grade teaching module and consider its policy implications. All workshops culminated with the development and adoption of country-based action plans.

Specific training and support activities were also provided in Belize, Guyana and Namibia. Botswana, Namibia, Samoa and South Africa have successfully adopted and incorporated multi-grade approaches into their teacher training programmes, and the Ministry of Education of Samoa developed a case study on the topic to be disseminated across Commonwealth countries as an example of good practice.

#### Gender-responsive schooling

Education and schooling have an important role in promoting the equality of boys and girls. More recently there has also been a growing concern in many Commonwealth countries over boys' under-participation and underperformance in education.

In response to the recommendations of a 2007

gender analysis study, a pilot project, Action Gender in Schools, was launched in 2008 in India, Malaysia, Seychelles, and Trinidad and Tobago. The experience from this project was used to develop *The Gender-Responsive School: An Action Guide*, which was launched at the 17CCEM in 2009. This work has utilised the Social Learning Package, which was developed with CARE India, to promote gender equality and respect for diversity through education. The package, which comprises a series of reference manuals for teachers, is now in use in India, and is currently being adapted for use in Cyprus.

The Secretariat, working with the World Bank, facilitated a Caribbean regional conference on Keeping Boys out of Risk, held in Jamaica in May 2009. Recognising that creating access to jobs and developing incentives for young people to stay in education can play an important role in reducing youth crime and violence, the conference focused on the causes of underachievement in education, and strategies for the development of skills in response to the demands of the labour market. The conference also acted to share and recognise existing best practice from around the Caribbean.

#### Inclusive education

The Secretariat has assisted countries to design appropriate programmes to ensure access to education for disadvantaged groups such as the disabled, nomadic and migrant populations.

Two workshops on Flexible Education: Reaching Nomadic Populations were held in Botswana (February 2009) and India (May 2008), bringing together education policy-makers, educators, researchers and NGO activists to share experiences and good practices in providing inclusive and flexible education, and make recommendations to guide future support. A report and DVD set was also produced and disseminated on providing education for people with disabilities, through ratification and implementation of the UN Convention on the Rights of Persons with Disabilities (UNCRPD). The Secretariat has received a request to translate these materials into French for use by Francophone countries.

#### HIV/AIDS in education

The Secretariat has focused its efforts in HIV/AIDS in education on the pre-service

training of teachers, so as to avoid duplicating the work of other organisations. A review of current pre-service teacher education practice was carried out in Kenya, Tanzania and Uganda, to examine the integration of HIV/AIDS and gender issues. The gaps in the curriculum and in practice in teacher

partnership of developing countries and donors created to help low-income countries achieve universal primary education by 2015, and managed by the World Bank.

The Secretariat facilitated a workshop held in Kampala in September 2008 with senior officials from The Gambia, Guyana, Kenya, Lesotho, Mozambique, Pakistan, Tanzania and Uganda. The workshop brought together countries that had successfully accessed FTI funds to share their experiences with countries that were seeking to access funding. The World Bank was also involved to advise countries on how to strengthen their national plans so as to access EFA/FTI resources.

#### Commonwealth Scholarship and Fellowship Plan

The Commonwealth Scholarship and Fellowship Plan (CSFP) is one of the most prestigious scholarship schemes for international study and professional development in the Commonwealth. To date, more than 27,000 Commonwealth citizens have benefited from Commonwealth Scholarships – many of whom have gone on to directly influence the lives of others, taking on senior positions in government, industry and the professions, or by working in positions critical to national

## To date, more than 27,000 Commonwealth citizens have benefited from Commonwealth scholarships

training colleges that were identified by the review have led to the development, with the Aga Khan University Institute for Educational Development, of a pilot project currently under way in Tanzania aimed at enhancing the quality of teacher training on HIV/AIDS.

#### EFA Fast Track Initiative

The Secretariat has worked to raise awareness among Commonwealth countries of the importance of the Education for All Fast Track Initiative (FTI) in providing external finance for education in low-income countries. The FTI is a

#### Scholarship student sets up support group for orphan children

Clementine Mashwama, from Swaziland, was awarded a Commonwealth scholarship in 2000, to study an MSc in community paediatrics at the University of Nottingham, UK. Currently a senior lecturer and co-ordinator at the Nazarene College of Nursing in Swaziland, she is also project director of the Swaziland Mothers' Union Orphan and Vulnerable Children's Project:

'I am working with the Swaziland Mothers' Union implementing one of the recommendations in my MSc thesis. Due to an increasing number of parents dying from HIV/AIDS in Swaziland, there is a need to establish support groups for orphaned children. The project therefore focuses on psychosocial support for orphaned children.

'The purpose of the project is to provide an opportunity for the children to come together and share their experiences, teach them life skills, feed them and provide temporary relief for their caregivers. The objectives of the project also include ensuring that those who care for the children are trained on promoting normal child growth and development, and teaching HIV/AIDS awareness'.



development, such as the education, health or other key public services, or international agencies.

In 2009, an Endowment Fund was launched under the patronage of the Prince of Wales at the 17CCEM, to mark the 50th anniversary of the CSFP. The Fund is intended to help hundreds more bright students take up places on postgraduate courses around the Commonwealth over the decades to come. It will provide a sustainable source of increased awards, and will increase the range of countries in which Commonwealth scholarships are available, particularly low- and middle-income countries. By the end of June 2009, approximately £1.6 million had been pledged from governments and private supporters.

### Health

Although the Commonwealth accounts for one third of the world's population, 60 per cent of all maternal deaths and 40 per cent of infant deaths take place in Commonwealth countries. Many countries are also seeing rapidly increasing morbidity (illness and disability) and mortality associated with non-communicable diseases such as diabetes, hypertension and cancer.

Effective health interventions can increase immunisation rates, reduce maternal mortality and reduce HIV infection rates, but many health systems lack the financial and human resources required for sustained delivery of high-quality services, particularly services in or for poor communities.

## Much-needed investment in health care and medicines is being squeezed because of the global financial crisis

Much-needed investment in health care and medicines is being squeezed because of the global financial crisis. The economic downturn presents a major challenge for Commonwealth countries, limiting the amount of development assistance coming in and making it extremely difficult to expand public sector allocations in-country. New global agendas and partnerships mean that countries are looking for new ways to access the resources they require to resolve pre-existing

problems, which remain as acute as ever.

The Commonwealth Secretariat does not have the resources to mitigate the effects of the economic crisis, but the organisation's advocacy work has influenced national, regional and global policies during the two years under review. The Secretariat also provided analysis and policy advice to member countries.

### Health worker code

The global shortage of health workers – estimated at 4.3 million by the World Health Organization (WHO) in 2006 – is having a devastating impact on health care systems in many developing countries (including some 16 Commonwealth member states) already weakened by the burden of HIV/AIDS. The shortage is compounded by the migration of health workers from these countries. In 2003, this led the Secretariat to develop the Commonwealth Code of Practice for the International Recruitment of Health Workers, based on the principle of ethical recruitment.

The Code has served as a model for regions such as the Pacific and organisations such as the WHO to develop their own code. It continues to discourage targeted recruitment of health workers, especially from vulnerable countries experiencing shortages, while respecting the right of health personnel to choose where they live and work. Some countries, such as the UK and South Africa, and Kenya and Namibia, have taken the Code further, signing bilateral agreements on health worker recruitment. The Secretariat has also worked to develop better understanding of migration trends in order to promote policies for return migration.

### Maternal and child health

The Secretariat aims to help member countries reduce child mortality and improve maternal health to achieve MDGs 4 and 5. There are not enough skilled health personnel to care for pregnant mothers and newborns, and rates of maternal and infant mortality and morbidity remain high in many Commonwealth Sub-Saharan African countries and some countries in Asia and the South Pacific. Maternal mortality rates range from 5 to 2,000 deaths per 100,000 live births, and of the ten countries with the highest rates, four are Commonwealth countries.

### E-health

With an acute shortage of health care professionals in many countries, limited resources and high-profile international efforts to address diseases such as malaria and HIV, e-health has emerged as a key growth area. It is also a key tool to address the health-related MDGs, as well as the eighth Goal – developing a global partnership for development.

E-health can help to overcome the barriers of inequitable health access based on gender, location or status, by improving information flows and increasing access to health care. It offers the potential to radically change how health systems are organised, managed and financed, especially with new technologies increasingly available and accessible in most Commonwealth countries.

With this in mind, e-health was the theme of the Commonwealth Health Ministers Meeting held in Geneva in May 2008. The Secretariat has also explored the use of e-health to improve access to health, strengthen management information systems and train health workers.

To date, the Secretariat has provided technical input to developing tools for gathering data on the e-health status in member countries, provided templates to be used by Commonwealth member countries to develop their e-health policies and strategies, facilitated discussions and promoted the exchange of information between IT and health ministers in member states, and has communicated good practice. Some examples of work in this area include:

- A review of Commonwealth countries' e-health status – with 29 countries' details already on the web – is identifying needs and gaps so that activities can be tailored to address these with appropriate technical input,
- The first project on e-health, which began in Kenya in October 2008, and
- Using new technologies to reduce the cost of training of health workers, so addressing shortages of skilled personnel in Commonwealth countries.

Infant mortality rates range from 2 to 165 deaths per 1,000 births and in the Commonwealth average 42 deaths per 1,000.

During the period under review, the Secretariat's work in this area focused on the 12 member countries with the highest burden of maternal and child health related mortality and morbidity: Bangladesh, Cameroon, India, Kenya, Lesotho, Malawi, Mozambique, Nigeria, Sierra Leone, Tanzania, Uganda and Zambia.

The Secretariat aims to increase the number of health workers with midwifery skills through training more trainers to teach these skills to nurses, midwives and other health workers. This is being done through institutions of higher learning in East, Central and Southern Africa and through the University of Central Lancashire in the UK, which are offering a master's degree in midwifery and women's health that can be delivered through distance education as well as conventional modes. The curriculum was developed by the participating universities with assistance from the Secretariat, and is based on shared goals that are nonetheless adaptable to cultural and local contexts. The programme is being accessed by midwives in Malawi, Seychelles and Tanzania, while countries such as Swaziland and Uganda are working towards offering the programme.

### Non-communicable diseases

Non-communicable diseases such as diabetes, cardiovascular disease and cancer have increased in Commonwealth countries in recent years, largely as a result of changes in lifestyle and diet. A more sedentary lifestyle made possible by increased access to transport, the availability of tinned or fatty foods coupled with less available fresh produce, and an increase in smoking have all contributed to an increase in these health problems.

The Secretariat has worked to raise the profile of non-communicable diseases and to examine low-cost approaches, primarily focusing on prevention, and to conduct research that will help with policy recommendations.

### Health and climate change

Over the last decade, the global community has accepted the inevitability of climate change, and the need for urgent measures to mitigate its impact. The risks to human health from climate change vary from small increases in diseases currently causing major global health burdens (such as malaria and diarrhoeal diseases), to extreme weather events (such as heat waves, hurricanes and floods), which are set to increase in frequency and which have the potential to cause sudden and large impacts on mortality and morbidity.

Sixty Pakistani women worked alongside established European designers to produce handmade textiles at two masterclass programmes organised by the Secretariat.



The Commonwealth is certain to face enormous challenges in this respect. Member countries will face mounting health risks and mortality from extremes of weather and temperature, changes in infectious disease patterns, increasing global scarcity of fresh water and impaired food yields. Equally troubling is the potential for conflict over depleted resources such as water, fertile land, fish and population displacement. Climate change will also put tremendous pressure on health systems, as the basic health challenges associated with food security, water and infectious diseases, and disaster preparedness increase in frequency and severity.

Climate change is likely to have a dramatic effect on the achievement of the health-related MDGs. Inevitably, the poorest and the most vulnerable and marginalised – often women and children – are at the greatest risk.

The 2009 Commonwealth Health Ministers Meeting, held in Geneva, brought together Commonwealth health ministers, senior officials, civil

society organisations and the private sector to explore the risks to human health posed by climate change in the Commonwealth, and the effective policy responses for managing these risks. The meeting discussed the main policy and technical issues related to health and climate change, exchanged country experiences and established linkages for future technical co-operation between countries, discussed emerging health issues, and provided policy and technical direction to the Commonwealth's work on health and climate change.

### Gender

The Commonwealth Secretariat's objective is to ensure that gender equality and gender mainstreaming (integrating a gender perspective into all policies, programmes and activities) become legitimate, non-controversial and integral parts of governmental structures, systems, laws and culture.

The Secretariat's work on gender equality is guided by several international frameworks: the Convention on the Elimination of All Forms of

Discrimination against Women (CEDAW), the Beijing Declaration and Platform for Action 1995, and the Millennium Development Goals. The organisation's work is largely shaped by the Commonwealth Plan of Action for Gender Equality 2005–15. This focuses on four critical areas for Commonwealth action on gender: democracy, peace and conflict; human rights and law; poverty eradication and economic empowerment; and HIV/AIDS. The Secretariat works through advocacy, policy reform, brokering or building strategic partnerships and capacity-building.

Key challenges include differential access to services and resources for women and men, discriminatory laws and harmful traditional practices, lack of gender perspectives in trade negotiations, the feminisation of poverty, high maternal mortality, denial of education for girls, an increase in the number of conflicts and their impact on women and girls, and unequal representation and participation of women in decision-making and leadership roles.

### Democracy, peace and conflict

During the two years of this review, the Secretariat has promoted women's political participation and representation, and encouraged political parties to adopt the 30 per cent target for women candidates.

The Secretariat also supported member states to make their peace management processes gender responsive and assisted them in implementing UN Security Council Resolution 1325. This Resolution addresses the disproportionate impact

based on the Liberian model, to provide member states with the appropriate framework and capacities for implementing relevant resolutions on women, peace and security. Although Liberia is not a Commonwealth country, this model was an outcome of the launch of the Liberian National Action Plan on 1325 during the International Colloquium on Women's Empowerment, Leadership and Development, International Peace and Security, March 2009.

### Human rights and law

Since 2007, the Commonwealth Secretariat has promoted the development of gender-responsive laws, judicial processes, customs and practices in keeping with international human rights standards. The organisation also supported countries to implement those international legal instruments they have ratified and to harmonise national legislation with international standards.

For example, the Secretariat facilitated dialogue between custodians of culture and the judiciary to ensure that women's constitutional guarantees are not undermined, and improved understanding of women's rights in relation to customary law, will writing, access to justice and land rights. The Secretariat organised a series of colloquia on Gender, Culture and the Law, which addressed these themes alongside the implementation of the CEDAW within the context of religion, culture and customs. Technical and financial support was provided to convene a local-level dialogue in Kenya between the judiciary, traditional chiefs and members of the land disputes tribunal to address women's access to justice and their ownership of property.

### Economic empowerment

The Secretariat has supported women's access to trade and enterprise development through its gender and trade initiative. In Pakistan, for example, the organisation worked at the grassroots level with the Rural Support Programmes Network to boost the earning capacity of women from the north, south-east and Thar Desert regions. International designers were brought on board to work with female artisans, who were then given direct access to European markets to promote and sell their textiles and couture. Their work was showcased at an exhibition in London.

## Key challenges include differential access to services and resources for women and men, discriminatory laws and harmful traditional practices ...

of war on women, and requires parties in a conflict to respect women's rights and support their full and equal participation in peace negotiations and post-conflict reconstruction.

In this same area, the Secretariat is working with partners to develop a pan-Commonwealth model



Under a DFID-funded project and in collaboration with One World Action, the gender and trade project provided training in gender analysis within trade negotiations (and especially Economic Partnership Agreement – EPA – negotiations), supported the embedding of technical

## Gender and financing is an area where the Commonwealth Secretariat has taken a lead

gender experts in trade ministries, and facilitated high-level dialogue and advocacy with EC and WTO officials.

Research was conducted in Tanzania, Mozambique and Jamaica and findings highlighting the interconnectivity between gender and trade were disseminated at an advocacy event in Brussels. Key findings included the need for increased focus on gender analysis in EPA negotiations.

The Secretariat recently published a discussion paper on Gender and Social Protection, which argues that women and men face different risks and vulnerabilities, some specific to their gender and others exacerbated by gender inequalities and

discrimination. Building on the analysis in Naila Kabeer's book, *Mainstreaming Gender in Social Protection for the Informal Economy*, the authors Tina Johnson, Sarojini Ganju Thakur, and Catherine Arnold argue that the design and implementation of social protection programmes should address such gender-related constraints, including barriers to women's economic advancement.

### Gender mainstreaming

A Gender Management System (GMS) was pioneered by the Commonwealth Secretariat and adopted as a model for gender mainstreaming by Commonwealth Ministers responsible for Women's/Gender Affairs in 1996. The GMS recognises that gender mainstreaming involves both technical and managerial dimensions, as well as the political and socio-cultural aspects of creating equality and equity between men and women. As of 2009, several Commonwealth countries had adopted and were implementing the GMS. For instance, the UK Government has demonstrated the GMS model in the structuring of the Government Equalities Office and positioning of equalities across government.

The Commonwealth Secretariat, in collaboration with the Commonwealth of Learning (COL), co-hosted a two-day meeting in

### Gender-responsive budgeting

The Commonwealth Secretariat has pioneered the development of gender-responsive budgeting (GRB), which enables governments to assess their budget from a gender perspective. The programme is spearheaded by the Secretariat in collaboration with global partners like the United Nations Development Fund for Women and other UN agencies.

The Secretariat has shaped concepts, developed methodologies and toolkits and released publications on gender-responsive budgeting, which are being used by partners at the national and international levels. Since the initiative started in 2002, GRB has been adopted in more than 60 countries, including about 25 Commonwealth member states.

In 2008, the Secretariat published two studies on GRB: *Gender Impacts of Revenue Collection in India* written by Nirmala Banerjee and *Gender Impacts of Revenue Collection in Uganda* written by Nite Tanzam. In addition, a capacity-building workshop was held in Ghana in June 2009 for selected ministries, departments and agencies, and relevant committees. Participants produced action plans, which will be used to implement GRB in Ghana.

The African Development Bank has recently indicated an interest in working with the Secretariat to track and review past achievements in this area, draw lessons and feed back into new initiatives.

Looking ahead, gender-responsive budgeting could be a crucial component to addressing the global financial crisis. Questions to be answered include what are the gender perspectives in financial infrastructure management? How can gender concerns be integrated as a mitigating tool in financial structures? And what are the gender issues that should be incorporated into reforms and response mechanisms that could help allay crises in the future?



### Indigenous women

The Secretariat is publishing a book on indigenous women, *Indigenous Women's Rights: Challenging Social and Gender Hierarchies*, which brings together for the first time the perspective of indigenous peoples (and particularly indigenous women) from across the Commonwealth on matters of public policy that concern them.

The Commonwealth, with one-third of the world's population, is home to some 50 per cent of the world's indigenous peoples. The book includes case studies from all regions of the globe. It presents the experiences of indigenous women in their own words, combined with policy analysis, information briefs on each Commonwealth country with an indigenous population, and a policy brief for government officials. The book helps indigenous peoples to share their different experiences and identify common themes, and will assist governments in creating an enabling environment for indigenous peoples to participate to the full.

July 2008 with representatives from government departments, ministries responsible for the public sector, management development institutions and distance learning universities, to explore the development of online distance learning tools and content to promote gender mainstreaming training for public servants. The conference outcome document identified areas for action over the next six years, including the development of pilot projects in Africa.

Gender and financing is an area where the Commonwealth Secretariat has taken a lead. The 8th Commonwealth Women's Affairs Ministers Meeting (8WAMM) in 2007 raised awareness of the links between gender and financing. Agencies such as UNIFEM have since taken the outcomes and communiqué of the meeting to develop large programmes on this area and demanding greater accountability of resources to gender on the strength of the work of the 8WAMM.

The coming year will see work on the Mid-Term Review of the 2005–15 Plan of Action, which will assess the impact of Secretariat programmes and progress in member countries on delivering gender equality. The review will also look at how well gender is being mainstreamed in ministries whose primary focus is, for example, trade or democracy. The Review will be presented at the 9WAMM in Barbados in 2010.

### HIV/AIDS

The number of people with HIV continues to rise: at the end of 2007 about 33 million people were living with HIV, 62 per cent of them female. Each year around 2.7 million new people become infected with HIV and 2 million die of AIDS.

Millennium Development Goal 6 is for universal access to treatment for HIV/AIDS by 2010, and this target was also committed to at the Gleneagles G8 summit in July 2005. At the second

HIV/AIDS kits  
being prepared in  
Kenya.



United Nations General Assembly High-Level Meeting on HIV/AIDS in 2006, countries agreed to work towards the goal of 'universal access to comprehensive prevention programmes, treatment, care and support' by 2010.

The Commonwealth Secretariat is researching the legal barriers to achieving universal access to treatment and identifying examples where Commonwealth countries have changed or removed laws related to the challenges identified, and the contexts within which these changes occurred. The

Secretariat will bring together law ministers and Attorneys-General to address these legal barriers. Because Commonwealth countries share a legal system and meet before each World Health Assembly, the law is a key tool in enabling universal access.

The Secretariat is also researching access to medicines and their regulation and distribution in the Southern and West Africa regions. The findings will inform a programme to address identified problems, involving in-country training and capacity-building.

### HIV/AIDS links gender and health

Widespread HIV/AIDS prevalence among women and girls and the impact this has on their rights to health and livelihoods poses policy and programme challenges. The Secretariat aims to enhance integration of gender issues in HIV interventions through policy advocacy, research and information dissemination.

In recent years, a particular issue for the Secretariat has been the 'burden of care'. All over the world, women are expected to take the lead in domestic work and in providing care to family members. HIV/AIDS has significantly increased the care burden for many women. Poverty and poor public services have also combined with

mainstreaming work in HIV ongoing since the 1990s. It aims to implement recommendations to address the gender and policy dimensions identified under the Gender and HIV/AIDS theme in the Commonwealth Plan of Action for Gender Equality 2005–15. The Plan of Action underscores the need for a gender-responsive approach to addressing HIV/AIDS. It emphasises non-discrimination, considers gender differences, draws attention to women's particular vulnerabilities and needs, and seeks to influence policies and programmes in various sectors.

The project takes forward work initiated for the 8WAMM in Uganda, June 2007, where a paper on financing of gender equality in HIV interventions was commissioned. The discussion following the presentation of the paper has resulted in the conceptualisation of this project on policy and programme implications of women's unpaid work in HIV care. The activities under the project included: finalisation of a comprehensive proposal on the pan-Commonwealth research initiative addressing Women's Unpaid Work in HIV Care: Implications for Policy and Programmes; compilation of a publication entitled *Women's Unpaid Work in HIV Care: Voices from the Commonwealth*, with a related video; and convening substantive panel in the wings of the 53rd Session of the UN Commission on the Status of Women, March 2009.

## A project on Women's Unpaid Work in HIV Care builds on gender mainstreaming work in HIV

HIV/AIDS to turn the care burden for women into a crisis with far-reaching social, health and economic consequences.

A pan-Commonwealth research project is focusing on the gender and policy dimensions in the 'care economy', bringing the voices of unpaid carers to the policy arena. The project on Women's Unpaid Work in HIV Care builds on the gender



*Twenty-two-year-old Aarti Devi, a member of the 'Gulabi Gang' (Pink Gang), so called for their uniform of shocking pink saris. The group are picking up their lathis to fight against corruption and violence against women.*

## 5

### Young People

*The young people (under 30 years old) who will live out this century now constitute more than 60 per cent of all Commonwealth citizens. Yet they still have a limited voice – or no voice at all – in decisions that affect their future.*

*The Secretariat has assisted some 40 member countries to draft youth policies and there is a Commonwealth Youth Caucus Representative in each of the 53 member nations. The Secretariat's dedicated youth programme has made significant progress involving and empowering young people – for example, through its Commonwealth Youth Credit Initiative, its work with 'Young Ambassadors for Positive Living' and through its focus on skills training in information and communication technologies.*

#### Youth empowerment

Across the Commonwealth, young people face high unemployment and also feel vulnerable to substance abuse, increasing crime and violence, and the threat of HIV/AIDS. The solution lies with the young people themselves: only by giving them an opportunity to share their experiences and perspectives on issues can we achieve their meaningful engagement in planning for the future.

The current economic crisis, triggered by events in wealthy countries, has had the greatest impact in developing nations, exacerbating existing vulnerabilities. It has adversely affected three key

frameworks, which may lead to crime and delinquency for some or to migration by the more able in search of better opportunities.

#### Skills training

The Commonwealth Secretariat is exploring possibilities to partner with the Youth Employment Network (YEN), a partnership between the United Nations, the International Labour Organization (ILO) and the World Bank, to influence member governments to make policy commitments to promote youth employment, with a special emphasis on youth enterprise.

Since 2007, the Commonwealth Youth Credit Initiative (CYCI), piloted in Guyana, India, Solomon Islands and Zambia, has become self-sustaining in India. Namibia and Zambia have gained ownership of and scaled up the initiative, while some key components of CYCI have been implemented in a further 12 countries, providing funding and training to young entrepreneurs. The initiative also offers loans, education, business support and mentorship, giving young people a greater chance of succeeding in their chosen enterprise.

Commonwealth Youth Programme regional centres implemented CYCI pilot projects, showing what can be done to prove the bankability of young people, at the same time lifting them out of the downward spiral of unemployment and poverty, or to prevent their small, relatively new businesses from failing due to a lack of credit. Once they have seen the evidence of success in this area, governments are encouraged to replicate the model. Skills training workshops were set up in

### The global economic crisis has adversely affected youth employment, youth enterprise and development funding

issues associated with the sustainable development of youth across Commonwealth member countries: youth employment, youth enterprise and youth development funding.

Unemployment affects more than financial well-being. Besides the denial of direct earning and purchasing power, being out of work takes away from young people their confidence and self-esteem, any sense of national pride they would gain through contributing to national development, as well as their potential empowerment and enfranchisement.

The result is a process of gradual exclusion from mainstream socio-economic and political

### Plan of Action for Youth Empowerment 2008–12

The Plan of Action for Youth Empowerment focuses on a commitment to youth development as a part of the efforts to meet the Millennium Development Goals (MDGs). It is an overarching implementation agenda that provides a blueprint for youth empowerment, and also responds to the Commonwealth mission to empower, engage and create values so that young women and men can contribute to the economic, social and cultural advancement of their families and countries, and to their own fulfilment.

The Plan calls for inclusion of life skills to be mainstreamed in all education systems by 2010, increasing the number of young people reached by volunteering and mentoring schemes, formalisation of youth worker registration by 2010, and significantly increasing the number of young trained registered youth workers in the employ of governments or civil society.

four countries initially, to teach practical as well as business skills to young people, and provide the necessary credit from a revolving loan fund.

In India alone, more than 1,885 enterprises have been set up as a result of this scheme, whereas in Namibia a total of 2,200 youth have received training in entrepreneurship and business management. Of these, 1,800 have already received loans to set up a corresponding number of businesses, most of which have now merged to

## In India alone, more than 1,885 enterprises have been set up as a result of the Commonwealth Youth Credit Initiative

create 900 youth businesses in total. Over the past two years, the resulting successful young entrepreneurs have been able to share their good practice, moving from job seekers to job creators. The total number of community-based organisations assisted so far under the CYCI in India is 240, with a 96 per cent sustainability rate, whereas the total number of small and medium enterprises assisted is 5,542.

The Commonwealth Heads of Government Meeting in Trinidad and Tobago in November 2009 will see the reinstatement of the Secretariat's youth values and priorities, and the second

dialogue between youth and Heads of Government, the first having taken place at the Kampala CHOGM in 2007. The Youth Credit Initiative will also be upgraded and up-scaled and a new skills initiative will be launched.

### Business skills development

With the CYCI not feasible in the South Pacific region, the Secretariat instead mainly conducted retail skills-building workshops through a three-way partnership between the CYP, the United Nations Development Programme (UNDP) and The Body Shop Australia. The five-day workshops are designed to strengthen the business development, competitiveness and marketing skills of young entrepreneurs and managers (aged 18 to 35 years) in the region. Each year, two workshops are held in two different countries, with each workshop having 35 participants. The countries where the workshops have been held in the last eight years include Solomon Islands, Vanuatu, Samoa, Tonga, Fiji, Cook Islands, Kiribati and Tuvalu. Some 560 young people have so far benefited from this training.

### Adapting to a changing world

Strategies for empowering young people have to take account of the fast-changing needs, priorities and aspirations of youth themselves, as well as the changing global environment. One of the many changes taking place in society is that many young people are no longer acquiring essential life skills from their parents. There is also a mismatch between the skills and knowledge of school leavers compared with the needs of the workplace. Policies are being developed to take account of these changes.

### Mainstreaming youth

Over the past two years, the Secretariat has focused much of its efforts on youth mainstreaming as a tool for youth development, such that young people are not just an 'add-on' to programmes and social interventions, but become central to the work of the organisation. Youth mainstreaming is built into the Secretariat's Strategic Plan, as well as the new Plan of Action for Youth Empowerment 2008–2012 (see box).

Some high-profile work now involves young people as a matter of course, such as the Secretariat's election observer missions. At the

Kampala CHOGM in 2007, young people had an unprecedented profile, being involved in a dialogue with Heads of Government in addition to meeting as the Commonwealth Youth Forum. Meanwhile, youth policies have been given to some 40 governments and around 30 national youth councils have been set up.

*'Now we are trying to give agencies leads in thematic areas such as governance, building the capacity of youth organisations and research. There is a huge gap in youth participation in the region and we are working towards creating national youth structures and strengthening national youth councils.'*

*Sushil Ram, Programme Manager CYP Pacific, Honiara, Solomon Islands*

### Youth centres

The Commonwealth Youth Programme (CYP) has four autonomous regional offices – Georgetown, Guyana; Chandigarh, India; Honiara, Solomon Islands; and Lusaka, Zambia – with each centre

focusing on the issues young people in that region consider the most important and looking at how the organisation can contribute in a meaningful way to addressing the needs of the youth it represents.

### Bridging the digital divide

CYP Asia has focused on information technology (IT), a major strength of its host country, India. The Secretariat has provided highly subsidised training to young people, including certificate courses lasting from two to six months, at its in-house centre in Chandigarh. On any given day, some 40 to 45 young people come to the centre to learn basic IT skills.

Unique to CYP Asia is a computer lab on wheels. The Commonwealth Youth Programme Technology Empowerment Centre ('CYPTEC on Wheels') provides information and communication technology (ICT) access for young people in underprivileged areas of India. A fully equipped minibus travels through rural areas of Chandigarh to facilitate internet access and offer opportunities for e-learning.

Thanks to its success, the same formula has been replicated in the state of Maharashtra, India. The

*The CYPTEC on Wheels mobile computer training centre run by the Commonwealth Youth Programme (CYP) at the Asia Regional Centre in India.*



### Young people making a difference: stories from the Caribbean, Asia and the Pacific



Franky Phillip, who designs, makes and sells arts and crafts using coconuts is a beneficiary of the Commonwealth Youth Credit Initiative:

'Through training, the Commonwealth [Secretariat] helped me recognise the potential for establishing my own business', said Franky. 'It helped me lay the necessary foundations, which have stimulated me to spend more and more time working on my designs'.

Sarika is a regional Youth Caucus Representative for India, the Chair for Asia, and was part of a planning team looking ahead to the Commonwealth Youth Forum, which takes place just before the CHOGM in November 2009. She notes:

'The Commonwealth is an organisation which treats young people as the solution by giving us a platform to speak out and make our voices heard'.

*Franky Phillip, a 21-year-old entrepreneur from Dominica, and Sarika Katoch, 26, a youth development worker from India, were two of the special guests invited to the Secretariat's headquarters at Marlborough House in London on 9 March 2009 for Commonwealth Day.*



In addition to her work with the CYP, Nukutau Pokura also works in Rarotonga as a field/HIV programme officer with Cook Islands Red Cross, which includes managing the youth peer education programme, first aid programmes, co-ordinating events and assisting the Red Cross Secretary-General. She describes young Pacific people as 'catalysts for positive change':

'Young people bring to the "development" table innovative ideas and energy to translate these ideas into meaningful action – when given the opportunity and support by all means possible'.

Of her role as the CYP South Pacific Regional Youth Caucus Chair she says:

'I want to be a supportive, fair and active chairperson to ensure that Pacific youth issues are heard and acted upon by national, regional and international stakeholders and partners; and that members are supported and given the opportunities to build their capacity as youth diplomats'.

*Following election by her peers in April 2009, Nukutau Pokura, a 27-year-old from the Cook Islands, is the Commonwealth Youth Programme South Pacific Regional Youth Caucus Chairperson.*

second CYPTEC on Wheels project is an advanced version of the first one, with a satellite antenna dish mounted on the roof to provide a direct satellite link to the distant villagers from the Yaswantrao Chavan Maharashtra Open University, Maharashtra. The project also covers more than 200 students in the neighbouring tribal areas every year, and conducts separate sessions for farmers for post-harvest processes, women's empowerment programmes and basic health awareness programmes for tribal women.

CYPTEC on Wheels has been in operation for six years and has benefited more than 3,000 people in 50 villages and urban slums. In 2008, a van was donated to neighbouring Pakistan and it is hoped to extend the project to Bangladesh in 2009.

#### Young ambassadors

The Young Ambassadors for Positive Living (YAPL) programme was initiated in 1993 by the CYP Regional Centre for Africa (CYPRCA) in response to the challenges posed by the spread of HIV/AIDS among young people. Its success led to it being replicated in Asia and the Caribbean in January 2001 and 2002 respectively.

During the period under review, the CYP

Africa Centre has continued to support this peer-to-peer mentoring programme. During the centre's pilot event in 2008, 50,000 young people worldwide (at least 800 from Zambia) took a direct stand against HIV/AIDS during the main dance4life (D4L) event alone, when young people from 19 different countries, seven from the CYP Africa Region, were united live by satellite. A partnership between Music Television (MTV) and D4L International allowed more than 350,000 youth to watch the event live on television and the internet on 29 November 2008.

A major adaptation of the YAPL model currently running is the YAPL-School HIV and AIDS Education Programme (SHEP) initiative, whereby CYPRCA, in collaboration with Student Partnership Worldwide (SPW) Zambia, provided training and placement of 28 young men and women as Young Ambassadors in six schools in the Central Province of Zambia with the support of the Ministry of Education. The project has reached at least 72,000 students directly, providing increased awareness of HIV/AIDS and related issues. The peer educators have developed self-confidence and skills as a result of the project, as well as an enhanced commitment to helping others.

The Secretariat's vision is to see the CYP Africa Centre become a Centre of Excellence in HIV/AIDS programming for young people. Young Ambassadors have made a significant contribution to curtailing the spread of HIV in Zambia, where the programme is based, and in Swaziland and Uganda, where 15 full-time YAPLs have trained at least 20,000 others. The initiative is due to be expanded to Mauritius and Ghana.

To date in Asia, 180 young people from different backgrounds, cultures and countries have been trained

YAPLs have worked in partnership with people living with HIV/AIDS and drugs and substance abuse.

In the Caribbean region, a group of 137 YAPLs have been trained and are actively engaged in creating awareness about HIV/AIDS among young people. Examples of their work include an awareness programme in The Bahamas and in Guyana a live radio programme, a schools outreach programme, voluntary counselling and a testing centre. The YAPL co-ordinator from Guyana is a member of the UN Youth Consultative Team on HIV.

#### Addressing crime and violence

In the Caribbean region, the Secretariat has worked through the Guyana centre to develop youth leaders and equip them with tools and capacity to better engage at community level. The centre has now moved beyond implementing the highly successful Commonwealth Youth Credit Initiative:

'We are now informing and helping governments refine their own youth entrepreneurship programmes to enable them to get better value for their money. At policy level, we are also training youth development professionals, especially directors of youth on economic issues, so that when they sit before their

## The Secretariat's vision is to see the CYP Africa Centre become a Centre of Excellence in HIV/AIDS programming for young people

as YAPLs. They work together to make a positive and everlasting impact on young people. Working under them is a cadre of young people known as youth volunteers, identified and recruited by the ambassadors themselves. About 80 of 180 trained

ministers of finance, they can communicate the economic impact of government investments in young people – as well as calculate the cost of not investing in youth’, said Commonwealth Secretary-General Kamalesh Sharma.

### Diplomas

The Commonwealth Secretariat’s Diploma course is delivered in 45 countries, and is designed to provide youth workers with knowledge and skills to facilitate the development of young people. To date more than 10,000 diplomas have been awarded.

The Secretariat’s Diploma is concerned with young people’s personal and social development in the broadest sense, and uses both formal and informal educational methods. It is made up of 13 ‘core’ modules, in addition to region-specific modules. The modules cover topics such as enterprise and economic development, youth policy, gender, health, project management, the environment and sustainable development.

### Young people consult on *Civil Paths to Peace*

‘We need to promote the Papua New Guinea way of life and norms to educate young people about their cultural heritage. Many are vulnerable to considerable problems such as unemployment, alcohol and drug abuse, mental health problems, prostitution, violence and sexually transmitted diseases, including HIV/AIDS’, said Papua New Guinea’s Commissioner of the National Youth Commission, Johnson Wandipe Hebe, at consultations for young people convened in Brisbane, Australia, in November 2008.

Mr Hebe says that young people in Papua New Guinea have a pivotal role to play in the future peace of the country: ‘We know the problems and our new National Youth Policy ... recognises young people as active participants in their personal development and that of their families and communities. Without their support and that of partner organisations, it would be difficult to fully implement [that policy]’.

### The Secretariat and sport

Sport can have an impact on young people from an early age in a variety of ways and contexts including contributing to their long-term health; improving their life chances through better success in education and through volunteering and leadership; improving their sense of ‘self’ through confidence, self-esteem and attitude; and encouraging social cohesion and fostering inclusion. So too does it instil in them the values of fairness, responsibility, team work, communication and problem-solving skills.

Sport is an important aspect of the Secretariat’s identity, and there are many good examples from across the Commonwealth that show how sport can be used to tackle key health issues such as HIV/AIDS, improve educational attainment and achievement, develop leadership and citizenship and lead to greater social inclusion and conflict resolution. In recognition of the important role that sport plays, the Secretariat hosts regular meetings of Commonwealth ministers of sport (the last was held in Beijing in 2008) and in 2005 launched the Commonwealth Advisory Body on Sport (CABOS).

The membership of CABOS includes government officials, sports experts and athletes representing all regions of the Commonwealth. The advisory body’s core mandate is to identify and provide advice on policies that help ministers of sport deliver on wider development objectives. CABOS has been collaborating with the Commonwealth Youth Programme (CYP) since the Commonwealth Youth Ministers Meeting in Sri Lanka in 2008. It is currently moving towards linking more formally with youth policy programmes around the Commonwealth, and will continue to work with the CYP and its regional offices to ensure that sport is used to support their development agendas and activities.

Another of the Secretariat’s key achievements in sport is the success of its regional anti-doping project.

### Commonwealth Games

Many of the world’s top athletes are now looking ahead to the 19th Commonwealth Games, which will be held in October 2010 in Delhi, India. Since 1930, the Games have grown from 11 countries sending some 400 athletes to 71

### The Secretariat’s anti-doping interventions

The Commonwealth Secretariat supports the activities of four Regional Anti-Doping Organizations (RADOs), which in a very short time have started to build capacity within their respective regions and are developing programmes that will have long-term benefits. These programmes have all been implemented as a result of assistance provided by the Secretariat and the World Anti-Doping Agency (WADA).

To date, the four RADOs have been able to extend the anti-doping message to 37 countries. In addition, the RADOs have been engaged in the following:

- Educating and informing National Olympic Committees (NOCs), athletes and support personnel about the benefits of doping-free sport and the requirements of the World Anti-Doping Code,
- Implementing effective doping-control programmes to prevent and deter the use of doping in sports and by athletes,
- Providing assistance, guidance and leadership in countries for the implementation of anti-doping rules and regulations, along with the establishment of respective national anti-doping programmes and compliance with the World Anti-Doping Code, and
- Communicating the importance of anti-doping initiatives with government, NOCs, sporting organisations, athletes, support personnel and the media to ensure effective regional buy-in, support and compliance.

countries and territories sending more than 4,000 sportsmen and women.

The Games promise to be unprecedented in terms of scale: 5,000 media from across the Commonwealth will be accredited; 8,000 athletes and officials will participate; and a television audience of 2 billion is expected to tune in. All facilities for the Games will be ready by March 2010, according to organisers in the Government of India and the Commonwealth Games Federation.

In October 2009, the Queen’s Baton Relay was launched from Buckingham Palace. This relay – one of the great traditions of the Games – will see a baton (carrying a message from HM Queen Elizabeth II), travel the length and breadth of the Commonwealth for 240 days visiting all member nations and territories before arriving in India for a 100-day national tour. The baton will travel a journey of 190,000 kilometres before reaching Delhi.

The 2010 Games, which take place from 3 to 14 October, will be the second time the event has been held in Asia (Kuala Lumpur in 1998 was the first).

### Civil Paths to Peace

In the Munyonyo Statement on Respect and Understanding, Heads of Government endorsed the Commonwealth Commission’s report *Civil Paths to Peace* and identified young people, women, education and the media as the priority areas for action. The Secretariat reported progress to foreign ministers in September 2008, and outlined some proposals that members could take forward themselves.

Over the past two years, the Commonwealth Youth Programme has held four regional consultations involving young people, government officials from ministries of youth affairs and civil society representatives, to discuss and disseminate the key concepts in *Civil Paths to Peace* and identify how young people can promote peace, respect and understanding in different regions of the Commonwealth. As outcomes of the consultations, participants produced frameworks for action for use in each of the regions.

At the 17th Conference of Commonwealth Education Ministers (17CCEM) in Malaysia, education ministers discussed the vital role of education in promoting greater understanding of our rich identities, and in encouraging mutual respect. They highlighted the importance of broadening participation, as well as providing an environment and curriculum that are conducive to preventing and overcoming conflict and marginalisation.

In the margins of that Conference, 14 journalists from nine countries met to exchange best practice in peace journalism, and to discuss the media’s role in education.

The Secretariat has also commissioned a *Teachers Resource Pack*, which teachers will be able to use with children to help them explore their emotional reactions to the terrorist acts they see perpetrated across the globe. It will also help children explore their own emotions and feelings of fear, hate and resentment, and learn that there are better ways of expressing and dealing with these than resorting to violence.



## 6

## Outreach

*The Commonwealth Secretariat has significantly advanced its strategic relationships in the last two years. It increased its reach, profile and influence in international forums and partnered intergovernmental organisations, regional development and political groupings, governments, the media and civil society. The objectives are to raise the profile and global commitment to the Commonwealth's fundamental values and principles, to generate resource-sharing initiatives, and to deliver development projects.*

### Partnerships

Since its inception at the Coolum CHOGM in 2002, strategic relationships between the Secretariat and the wider political international environment have developed significantly. Such relationships serve several objectives. They contribute to the presence of the Commonwealth and the Secretariat in an increasing number of international forums, thus raising the profile of the Commonwealth and extending its influence and contacts more widely than ever before.

In some cases, the collaborative programming arrangements, which have arisen as a result of the forging of these links, have served to enhance the financial resources available to the Secretariat significantly, without jeopardising the organisation's independence or acceptability as a partner with others. The global reach, resulting from the Commonwealth's broad geographical membership spread, has enabled member countries to benefit from new assets arising from these linkages. One example is the recently evaluated coastal fisheries programmes between the island countries of the Pacific and the Government of Iceland, initiated, supported and guided by the Secretariat.

Other strategic relationships that have been initiated or strengthened since the last CHOGM include the following:

- Following the signing of an MOU between the Secretariat and the African Union (AU) Commission immediately prior to the Kampala CHOGM, relations between the AU and the Secretariat have strengthened. For example, the Secretariat is currently engaged in discussing the provision of expert advice to the AU Commission on election monitoring and other internal reforms to the institution.

- Both the European Commission and the AU Commission have accepted the Secretariat at the political level as a partner organisation in the implementation of the 'governance' aspects of the Joint AU/EU Strategy for Africa. In this regard, a pilot programme of expert advice for governance reform in Botswana, Ghana and Mozambique is being established in conjunction with these governments and the Delegations of the European Commission in the respective capitals.
- Following contacts between the Secretary-General and the European Commissioner for Development, discussions are under way with the regional economic communities in Africa, the Caribbean and the Pacific. These are expected to lead to a second phase of the Hubs and Spokes trade capacity-building programme, in conjunction with the EU Commission and the Organisation Internationale de la Francophonie. This will provide a further opportunity to strengthen relations at ACP regional level.

### Commonwealth Family

There are more than 100 organisations worldwide that have a direct interest in the Commonwealth. This Commonwealth Family consists of organisations such as the Commonwealth Broadcasting Union, the Commonwealth Parliamentary Association, the Commonwealth Business Council, the Commonwealth Local Government Forum, the Royal Commonwealth Society and many others.

The Secretary-General seeks to mobilise the bodies, in order to stimulate a wider public awareness of and commitment to the many forms of collaboration that the Commonwealth has at its disposal.

### United Nations system

Since its creation almost 45 years ago, the Commonwealth Secretariat has maintained a close relationship with the UN system of institutions. From its regular attendance at the General Assembly and other UN events, the Secretariat maintains day-to-day working relations with the UN Secretariat itself as well as with agencies such as the UNDP and the WHO. Where appropriate, the Secretariat enters into joint activities with these institutions in individual Commonwealth countries.

### Secretariat partners to deliver media development

The Commonwealth Secretariat worked with partners to deliver significant media development initiatives in civil paths to peace, human rights, conflict and post-conflict journalism, development journalism and business journalism (made even more pertinent by the global economic crisis).

In Kenya, some 50 journalists shared experiences of reporting in the aftermath of the disputed 2007 elections, an event which led to a meaningful exchange of views. The Canadian Government, Carlton University in Canada, the National University of Rwanda and the Media Diversity Centre in the Kenyan capital Nairobi collaborated to deliver this project.

In Zambia, 25 Africa business editors from 17 countries met to discuss and share experiences in covering the global economic crisis, and agreed that the media was at its best when acting as an agent of change and development. The event was a collaboration between the Secretariat and the Common Market for Eastern and Southern Africa (COMESA), the Southern African Development Community (SADC), the US Trade Competitiveness Hub based in Botswana, and the universities of the Witwatersrand and Stellenbosch in South Africa.

In Trinidad and Tobago, 21 Caribbean journalists from 12 countries met to discuss the global financial crisis and how it had impacted their countries, and to agree how they should help report it in a manner helpful to their own economies. The reality of the region being the most indebted in the world was shown in a successful partnership involving the Caribbean Broadcasting Union, the National Secretariat for CHOGM 2009 in Trinidad and Tobago, the US-based Initiative for Policy Dialogue, Columbia University, New York, the UNDP and the Secretariat. This theme was also in focus at a media seminar for 12 journalists from the Caribbean, Asia, Pacific and Africa at the Finance Ministers Meeting in St Lucia in 2008, and for 35 business media from Sierra Leone at a separate workshop in March 2008.

*Eyes of Democracy: the Media and Elections*, a book that focuses on the role of the media in covering elections and promoting the democratic process, was published by the Secretariat in 2009. It was authored by Secretariat Deputy Spokesperson Manohar Eshwar and Isaac E Khaguli. It partly resulted from a media-training event focusing on democracy in the Commonwealth, convened at the Kampala CHOGM and which brought together 22 journalists from across the Commonwealth.

In particular, the Secretariat's relationship with the World Bank has resulted in joint action to support small states and organise the Small States Forum. The Commonwealth Debt Management System also receives strong support from the World Bank, and is currently operating in 59 countries worldwide including China, Kosovo and Afghanistan.

### Regional economic communities

The relationship between the EU and the regions within the Africa, Caribbean and Pacific (ACP) countries is consolidating the contemporary relevance of regional economic communities. The Secretary-General continues to maintain regular and close relationships with the heads of these organisations, and the Secretariat is helping to strengthen these regional relationships, which can provide strong support to Commonwealth countries as a result. The ACP Secretariat, the Pacific Islands Forum Secretariat, CARICOM, as well as various African regional bodies and the AU Commission are all involved in practical working relationships with the Secretariat.

### Globalism

The gathering momentum of globalisation places the Commonwealth Secretariat in a position of comparative advantage. It has a well-connected global presence and is consequently able to understand newly emerging trends at an early stage. From within its membership new ideas are being formulated, which because of its unique composition enable the Secretariat to understand the effects of globalisation early. The Secretariat maintains regular contact at senior political levels with a wide diversity of fellow international signatories, such as the WTO, the UN Conference on Trade and Development, the UN Office of the High Commissioner for Human Rights and the World Intellectual Property Organization.

### Civil society

The Secretariat is increasingly seeking to strengthen collaboration with civil society, with the past two years showing a fruitful co-operation in this respect. The six-monthly civil society consultations, jointly convened by the Secretariat and Commonwealth Foundation, provided an important platform for Commonwealth civil society organisations (CSOs)

to engage in dialogue. In addition, they allowed for exchange among CSOs themselves.

Commonwealth ministerial meetings continue to be an area of significant interest to CSOs, hence arrangements have been made for the direct participation of CSO representatives. For instance, at the Education Ministers Meeting in June 2009, more than 500 representatives of civil society and the private sector met alongside the ministerial meeting to discuss their perspectives around the theme Making Connections and Building Partnerships: Towards and Beyond Global Education Goals and Targets. The representatives developed a comprehensive statement, which was presented to ministers and adopted.

CSOs also interacted with law ministers in a formal session at the Law Ministers Meeting, where they presented a substantive proposal on processes

to improve engagement. Commonwealth law ministers recognised that in order to take advantage of the potential benefits of civil society input in their work, there was a need to expand and strengthen the mechanisms of engagement with civil society representatives at the ministerial meetings and within their domestic jurisdictions.

The Secretariat has also been working closely with professional health organisations, who sought to form an alliance as a means of enhancing their working together more closely and more effectively. The alliance will also enable the health organisations to have a united voice in raising certain significant health issues. This alliance was purposely launched at the May 2009 Health Ministers Meeting, as a symbol of an arena in which these CSOs would like greater involvement.



Commonwealth Women's Antarctic Expedition – Norway training and selection camp.

### Commonwealth Women's Antarctic Expedition

The Commonwealth Women's Antarctic Expedition will see eight women ski to the South Pole, setting off in December 2009 to represent their countries and the Commonwealth.

In March 2009, shortly after the group's first training and selection camp in Norway, the group met the Head of the Commonwealth, Her Majesty The Queen, at Marlborough House during a Commonwealth Day reception.

The team members from Brunei Darussalam, Cyprus, Ghana and Jamaica will each be the first persons from their nation to ski to the South Pole. Those from India, New Zealand and Singapore will each be the first woman from their country to make the symbolic and inspirational journey to the bottom of the world.





Baroness Valerie Amos (left), former UK minister and chair of Commonwealth Observer Group for the 2008 Ghana elections, speaks to a voter at a polling station outside Accra, Ghana. Staff from the Secretariat supported election observer missions to ensure that the mission and values of the Commonwealth reach global audiences.

The Secretariat will continue to ensure that engagement and interaction with civil society is of the highest standard. The organisation hopes that this trend will contribute to further opening up space for civil society to engage effectively with national governments.

### Communications

Maintaining and amplifying the profile of the Commonwealth has undergone technological and structural changes in the last two years to improve the ways the Secretariat's messages are delivered. These changes centred on a major overhaul of the website to make it more accessible and easy to read, and on the development and launch of an interactive intranet.

### Media and public affairs

To enhance the profile of the Commonwealth, the

Secretariat has engaged media from member states and internationally, and facilitated access to information about the work of the Commonwealth, and organised media interviews and public affairs appearances for Secretariat executives. The Secretariat has provided communications support to ministerial meetings across the Commonwealth.

The Secretariat produced information and promotional materials, display panels and branding materials to promote the visibility of the Commonwealth. This included the annual Commonwealth Day posters for school children and the public, promoting the theme, 'The Environment, Our Future' in 2008 and 'thecommonwealth@60 – Serving a New Generation' in 2009.

In 2009, the Secretariat also organised three events to commemorate the Commonwealth's 60th anniversary: Commonwealth Day on 9 March 2009 with a musical tribute to The Queen; the Commonwealth Flag-Raising Ceremony on 27 April 2009, which involved Commonwealth organisations, High Commissions and young Commonwealth citizens at an event at Marlborough House, London, with drummers representing Commonwealth regions; and the Commonwealth's 60th anniversary reception and concert at Buckingham Palace on 28 April 2009.

The Secretariat initiated the University College London's UCL Commonwealth Global Citizenship lecture series in 2009, which featured Professor Ngaire Woods of University College, Oxford, an expert in international political economy and environmental governance; Commonwealth Deputy Secretary-General Ransford Smith; and the eminent economist and Nobel Laureate Professor Amartya Sen.

### Online communications

The Commonwealth website, [www.thecommonwealth.org](http://www.thecommonwealth.org), has grown considerably and received 9 million page views from January 2007 to August 2009. Combined with broadcast and print initiatives, the website offers the Secretariat a wide-ranging platform to deliver on successful information and communications.

The content of all the main areas of the website has been rewritten to make it more reader-friendly, so that the work that the Secretariat does and the projects the organisation is involved in are easily

understandable. This content includes profiles of Commonwealth experts and consultants, as well as Commonwealth organisations and their work. The ranking of news articles and moderated comments on blogs and news articles have also been introduced, which allow web visitors to build on these stories with their own experiences. This has become popular among our visitors as usage continues to increase.

The Secretariat also moved its communications into full multi-media mode, producing broadcast-quality videos to enhance the website, introducing the various areas of work undertaken. The organisation has strengthened its capacity to produce in-house audiovisual content on Commonwealth personalities and events in a TV studio at Marlborough House, as well as on-location filming in member countries. These videos

### Weaving

Young people from across the Commonwealth spent three days in rural Malaysia living with a local family and learning about traditional Malaysian culture and crafts.

The 'Homestay' programme, which took place in Malacca, was an opportunity for youth delegates attending the 17th Conference of Commonwealth Education Ministers to interact with their foster family in a traditional village or *kampung* prior to the main meeting in Kuala Lumpur. They learned how to prepare traditional food, participated in traditional Malaysian games, and tried their hand making local crafts, including basket weaving and batik painting.

The objective of the Homestay visit was to allow participants to gain an understanding and respect for the diverse backgrounds and cultures that exist in the Commonwealth. During the week, the young people had the opportunity to reflect on their encounters and share with each other what they had learned. They also took and shared more than 5,000 pictures on sites like Flickr and YouTube.



Young people from around the Commonwealth get to grips with traditional craftwork prior to the Education Ministers Meeting in Malaysia, June 2009.

have been distributed worldwide through the NewsMarket, a web-based distributor of broadcast-quality videos for international broadcasters. Some 300 video clips were distributed to more than 40 news organisations during the first six months of operation, January to June 2009.

In 2009, many new collaborative features were introduced to the website to facilitate greater dialogue between the Secretariat, stakeholders and the people that it serves. This has included the use of the micro-blogging platform, Twitter, where the organisation currently has 1,400 followers; comments on news articles on the Secretariat website, with more than 600 comments received since its implementation in May; the establishment of Commonwealth blogs; the creation of a Commonwealth group on the social networking site, Facebook; and a photo-sharing platform on Flickr and YouTube, increasing the Commonwealth's outreach through different platforms.

### Publications

To continue to strengthen the Commonwealth's policy development work, the Secretariat was active in publishing from staff members or publishing commissioned research, laying out policy options for governments, or describing good practice in various fields. A significant part of the output was also intended to support the Secretariat's capacity-building efforts by providing resource material developed out of workshops or other technical assistance. This published output reaches a global readership well beyond Commonwealth countries.

Between July 2007 and June 2009 the Secretariat published 59 book publications under its own imprint, and continues to publish two periodicals: the *Commonwealth Law Bulletin* (through Taylor and Francis) and *Information Technology for Development* (through Wiley-Blackwell). It also gives support to the *Commonwealth Human Rights Law Digest* (published by Interights). Titles have also been published in partnership with Cameron May International Law Publishers, Henley Media Group, the International Council on Mining and Metals, the Islands and Small States Institute (Malta), Nexus Strategic Partnerships, and Pro-Brook Publishing.

Innovations in the period include a series of

short, non-priced Commonwealth Secretariat Discussion Papers, which began in 2008. Five had been produced by the end of June 2009, on forest carbon finance, on gender and social protection, and (illustrating the importance of this issue) on the implications of climate change in three different areas: in local government, in health and in human rights. The Discussion Papers were



The publication *Global Rice and Agricultural Trade Liberalisation* by Dr Mohammad Razzaque and Edwin Laurent was launched in Dhaka, Bangladesh, in March 2008 by the Commonwealth Secretariat's Dr Razzaque (far right) and Mr Laurent (second from left).

'This ambitious and methodologically sophisticated study offers a contribution to the ongoing debate on trade liberalisation and South Asian economy and market': *Journal of International Trade Law and Policy*, Vol. 7 No. 1, 2008.

Rice has long been one of the most protected commodities in world trade. Now the probable significant liberalisation of trade in rice is likely to have huge welfare implications for many countries dependent on its production and trade, particularly those in South Asia.

Published in 2008, this book explores the poverty and welfare implications of this liberalisation for India, Bangladesh, Pakistan and Sri Lanka, and identifies the effects on different groups within poor rice-dependent developing countries.

This book will be of great interest to researchers and policy-makers, in South Asia and elsewhere, looking at the distributional consequences of multilateral trade agreements in terms of poverty and welfare within individual countries.

distributed widely to policy-makers both within and outside the Commonwealth. All publications produced since 2008 now appear both in print and electronic editions.

The Secretariat began a depository library scheme in 2008 to ensure that all Commonwealth countries have a library where its publications can

be accessed by all its citizens. National or university libraries in 14 member countries had joined or expressed interest in the project by June 2009. An enhanced pre-publication review procedure using external experts was progressively introduced during 2008 and 2009, in order to ensure quality in the organisation's output.

### Featured publications

- In *Mainstreaming Gender in Social Protection for the Informal Economy* Naila Kabeer explores the gendered dimensions of risk, vulnerability and insecurity and hence the need for a gender perspective in the design of social protection measures. Her emphasis is on the informal economy because that is where the majority of women, and indeed the poor, are to be found, while also being where official efforts for social protection are most limited.



- Managing the Health Effects of Climate Change*: A series of six discussion papers that present the best current thinking from London's leading multidisciplinary university, University College London, and the *Lancet*, one of the world's leading medical journals, on how to manage the health effects of climate change.

- The Gender-Responsive School: An Action Guide* by Jyotsna Jha and Catherine Atthill shows teachers, head teachers and school administrators how to spot the key spaces in school life where gender is important. It gives them tools to address gender biases by changing attitudes and ideas among staff and students.





## 7

### Strategic Direction, Management and People

*The Commonwealth Secretariat has adopted a results-based approach to management, in addition to streamlining its structures and procedures so that it can carry out the mandates given to it by member governments.*

#### Strategic direction of the Secretariat

The Commonwealth Secretariat's Strategic Plan 2008/09–2011/12 sets out the overall strategic direction and priorities of the organisation for a four-year period (covering two Commonwealth Heads of Government Meetings). It also sets out eight programme areas in which the Secretariat will work, and for each programme, the results against which the organisation plans to deliver in member countries.

The Plan has two ongoing and interlinked goals for the Secretariat, reflecting the Commonwealth's emphasis on the promotion of democracy and development:

**Goal 1: Peace and Democracy:** To support member countries to prevent or resolve conflicts, strengthen democratic practices and the rule of law, and achieve greater respect for human rights. Goal 1 will be achieved through four programmes:

- 1 Good offices for peace
- 2 Democracy and consensus building
- 3 Rule of law
- 4 Human rights

**Goal 2: Pro-Poor Growth and Sustainable Development:** To support pro-poor policies for economic growth and sustainable development in member countries. Goal 2 will be achieved through four programmes:

- 5 Public sector development
- 6 Economic development
- 7 Environmentally sustainable development
- 8 Human development

The Secretariat delivers its programmes of work in three main ways:

- Policy development and consensus building

- Technical assistance
- Advisory services

Commonwealth Heads of Government Meetings (CHOGMs) and ministerial meetings are forums in which Commonwealth members can collectively seek solutions and develop policy on issues of global importance. Research and analytical work, and technical assistance support these activities.

#### Planning, monitoring and evaluation

The Commonwealth Secretariat has adopted results-based management: a framework within which the organisation can look beyond the inputs and outputs to and from its work, to focus on the impact and outcomes – or 'results'.

For the 2009/10 financial year, the Secretariat developed a planning and budgeting tool which enabled it to introduce results-based budgeting. This is enabling the organisation to reallocate resources from lower to higher priority areas of work, and to invest further in those areas of work with demonstrated results. The tool facilitated significant increases, and new funding, in a number of high priority areas, including for work on the Lake Victoria Commonwealth Climate Change Action Plan, the economic crisis and on the reform of international institutions. A large proportional increase (although still relatively modest in nominal terms) was given to work in the area of human rights.

The Secretariat's approach to evaluation has shifted in the last two years, moving from country-focused small project evaluations to having a greater focus on thematic and regional reviews. This has proved to be more cost effective – an important consideration given the limited size and resource base of the Secretariat. All Secretariat evaluations are

‘forward looking’ (that is, they look to make recommendations that will inform future work) and include a strong examination of processes, particularly design and delivery, as these are seen as critical aspects that contribute to effectiveness.

There are several examples where the adoption of evaluation study recommendations has improved the Secretariat’s work. One is the recently concluded

## The adoption of evaluation study recommendations has improved the Secretariat’s work

Review of the Commonwealth Fund for Technical Co-operation (CFTC). The Review commended the Secretariat for ensuring that the CFTC was demand-driven, and for ensuring that all assistance was harmonised with national priorities. The Review recommended, however, that the Secretariat strengthen its relationship and communication with member governments, as well as strengthen project management processes and systems in line with results-based management (RBM) principles. In

### Major evaluation studies include:

- Evaluation of Commonwealth Secretariat Assistance to Member States in Trade Law, March 2009
- Evaluation of the Commonwealth Fund for Technical Co-operation, April 2008
- Performance Audit of the Commonwealth Secretariat Gender Mainstreaming Strategy, September 2007
- Review of the First Commonwealth Education Good Practice Awards, September 2007
- Evaluation of the Strategic Gap Filling Programme of the Commonwealth Secretariat, April 2007

### Evaluations in progress:

- Evaluation of the Commonwealth Secretariat’s Training Programme
- Evaluation of the Commonwealth Secretariat’s Debt Management Programme
- Evaluation of Commonwealth Secretariat’s Maritime Boundary Delimitation Programme

response to this, the Secretariat developed two models for a refreshed primary contact point (PCP)/points of contact (POC) system, to better define the relationship between the national contact point for the Secretariat and points of contact in line ministries. This was welcomed and approved by members. A new extranet and a new project management information system, to improve communication with members, have also been developed and will be fully operational by the end of 2009.

Similarly, the Secretariat’s Gender Policy and its Project Design Guidelines on Gender Mainstreaming are both products of the recommendations from an evaluation study, namely the Performance Audit of the Secretariat’s Gender Mainstreaming Strategy. More recently, an Evaluation of the Secretariat’s training programme has been launched: this comprehensive evaluation – designed to look at the relevance and effectiveness of the Secretariat’s entire training activities – itself stems from the earlier and more narrowly focused Evaluation of the Secretariat’s Strategic Gap Filling Programme.

### ICT/financial management

During the past two years, the Secretariat has worked on improvements to information technology and financial, administrative processes to improve quality and effectiveness, as well as bringing the Secretariat’s practices up to international standards. Some specific achievements are outlined below.

In finance, the Secretariat has:

- Implemented International Accounting Standards: the 2008/09 financial year was the first year that the Secretariat’s accounts were audited under the International Public Sector Accounting Standards (IPSAS), and
- Upgraded the financial accounting system in order to capture information and report in a more efficient manner.

In information technology, the Secretariat has:

- Been working towards more efficient and cost-effective communication systems, such as introducing web conferencing facilities, Skype for cheaper telephone calls, cost effective network communications, and an electronic filing system, which will enable a single repository for Secretariat documents, and

- Upgraded the internal telephone system to provide efficient and cost effective solutions, especially in terms of international communications.

In other internal services, the Secretariat has:

- Revamped the in-house printing section with modern equipment and software, enabling increased in-house design and layout work and therefore reducing outsourced costs, and
- Reviewed internal procurement, purchasing and tender processes in order to ensure that transparent and accountable systems are in place.

The unifying theme of all these pieces of work has been the need to improve the quality, timeliness and relevance of the internal support functions, so that a better service is provided to our front line staff, thus enabling them to do their jobs well.

### Human resources

In recognition of the evolution and core role of human resource management, the function is in the process of being reorganised into an upgraded Division. This will ensure that the Secretariat continues to enhance its focus on people management issues.

Within the organisation’s rotation policy, the Secretariat continues to blend internal and external resource talents through the robust competency and diversity-valuing recruitment of employees from across the Commonwealth.

The Secretariat charts the course on the effective management of its people through a combination of a performance management system, a professional development programme, learning and development initiatives, and practical work. The professional development programme, which was initiated in 2007, has made a considerable contribution in this regard.

In the last two years in human resources (HR) management, the Commonwealth Secretariat:

- Drafted a first version of a Human Resource Management Strategy,
- Continued work to draft an Employee Handbook,
- Reviewed the terms and conditions of service for internationally recruited staff of the Commonwealth Youth Centres, and
- Undertook a roster upgrading project to enrich and ensure an enhanced databank for recruitment of consultants for the Commonwealth Fund for Technical Co-operation (CFTC) programmes.

### Beyond the Secretariat ... celebrating the Secretariat’s contribution to the professional growth of employees and consultants

As an employer, the Secretariat is proud to be associated with success of both its current and former staff and consultants. A number of our former colleagues have moved on to significant positions both within and outside the Commonwealth.

A few recent examples include:

- **Samura Kamara**, employed by the Secretariat between 1998 and 2006, is Minister of Finance in Sierra Leone,
- **Betty Mould-Iddrisu**, the Director of the Legal and Constitutional Affairs Division between 2003 and February 2009, is the Attorney-General and Minister for Justice of Ghana, the first woman to serve in this capacity in Ghana,
- **Vince Cable**, who was a Special Adviser in Economic Affairs at the Secretariat from 1983 to 1990, is a Member of Parliament for Twickenham (UK) and Liberal Democrat Shadow Chancellor of the Exchequer,
- **Justice Nkemdilim Izuako**, formerly engaged by the CFTC, went on to a position in July 2009 with the United Nations Dispute Tribunal as a lawsuit judge in Nairobi, Kenya,
- **Justice Sanji Monageng**, formerly engaged by the CFTC, in June 2009 became an International Criminal Court judge, and is currently based in The Hague, Netherlands.

## Appendix 1: The Commonwealth and its members

**Abbreviations:** G-G Governor-General; HE His/Her Excellency; HH His/Her Highness; HM His/Her Majesty; M Monarchy under HM Queen Elizabeth II; M\* National Monarchy; P President; PM Prime Minister; R Republic; RE Republic with Executive President.

**Notes:** **1** Where Governor-General represents the Head of State, HM Queen Elizabeth II; **2** Year of Rejoining the Commonwealth; **3** The Queen's official birthday is celebrated on a Saturday in June; **4** Statute of Westminster; **5** Fiji Islands was fully suspended from the Commonwealth in September 2009; **6** Parliament: Fiji does not presently have a functioning Parliament following the military takeover and purported abrogation of the Constitution; **7** Nauru is a member in arrears. As at October 2009.

Member Country (Capital)	Status	Head of State (or G-G) <sup>1</sup>	Head of Government	Legislature	National Day	Date of Joining
Antigua and Barbuda (St John's)	M	G-G: HE Dame Louise Lake-Tack	PM: The Hon Winston Baldwin Spencer	House of Representatives	1 Nov	1981
Australia (Canberra)	M	G-G: HE Ms Quentin Bryce	PM: The Hon Kevin Michael Rudd	House of Representatives	26 Jan	1931 <sup>4</sup>
The Bahamas (Nassau)	M	G-G: HE Mr Arthur Hanna	PM: The Rt Hon Hubert Ingraham	House of Assembly	10 Jul	1973
Bangladesh (Dhaka)	R	P: HE Mr Md. Zillur Rahman	PM: The Hon Sheikh Hasina	Parliament	26 Mar	1972
Barbados (Bridgetown)	M	G-G: HE Sir Clifford Husbands	PM: The Hon David J H Thompson	House of Assembly	30 Nov	1966
Belize (Belmopan)	M	G-G: HE Sir Colville Norbert Young Sr	PM: The Rt Hon Dean Oliver Barrow	National Assembly	21 Sep	1981
Botswana (Gaborone)	RE	P: HE Lt.-Gen Seretse Khama Ian Khama	The President	National Assembly	30 Sep	1966
Brunei Darussalam (Bandar Seri Begawan)	M*	HM Sultan Haji Hassanah Bolkiah	The Sultan	Legislative Council	23 Feb	1984
Cameroon (Yaoundé)	RE	P: HE Mr Paul Biya	The President	National Assembly	20 May	1995
Canada (Ottawa)	M	G-G: HE The Rt Hon Michaëlle Jean	PM: The Rt Hon Stephen Harper	House of Commons	1 Jul	1931 <sup>4</sup>
Cyprus (Nicosia)	RE	P: HE Mr Demetris Christofias	The President	House of Representatives	1 Oct	1961
Dominica (Roseau)	R	P: HE Dr Nicholas J O Liverpool	PM: The Hon Roosevelt Skerrit	House of Assembly	3 Nov	1978
Fiji Islands (Suva) <sup>5</sup>	R	P: (Acting): HE Ratu Epeli Nailatikau	Interim Prime Minister: Commodore Voreqe Bainimarama	Parliament <sup>6</sup>	10 Oct	1997 <sup>2</sup>
The Gambia (Banjul)	RE	P: HE Sheikh Professor Alhaji Dr Yahya A J J Jammeh	The President	National Assembly	18 Feb	1965
Ghana (Accra)	RE	P: HE Professor John Evans Atta Mills	The President	Parliament	6 Mar	1957
Grenada (St George's)	M	G-G: HE Sir Carlyle Arnold Glean	PM: The Hon Tillman Thomas	House of Representatives	7 Feb	1974
Guyana (Georgetown)	RE	P: HE Mr Bharrat Jagdeo	The President	National Assembly	23 Feb	1966
India (New Delhi)	R	P: HE Smt Pratibha Devisingh Patil	PM: The Hon Dr Manmohan Singh	Lok Sabha	26 Jan	1947
Jamaica (Kingston)	M	G-G: HE The Most Hon Sir Patrick Linton Allen	PM: The Hon Bruce Golding	House of Representatives	6 Aug	1962
Kenya (Nairobi)	RE	P: HE Mr Mwai Kibaki	The President	National Assembly	12 Dec	1963
Kiribati (Tarawa)	RE	P: HE Mr Anote Tong	The President	House of Assembly	12 Jul	1979
Lesotho (Maseru)	M*	HM King Letsie III	PM: The Rt Hon Bethuel Pakalitha Mosisili	National Assembly	4 Oct	1966
Malawi (Lilongwe)	RE	P: HE Ngwazi Dr Bingu wa Mutharika	The President	National Assembly	6 Jul	1964
Malaysia (Kuala Lumpur)	M*	HM Tuanku Mizan Zainal Abidin ibni al-Marhum Sultan Mahmud	PM: The Hon Dato' Sri Mohd Najib bin Tun Haji Abdul Razak	House of Representatives	31 Aug	1957
Maldives (Malé)	RE	P: HE Mr Mohamed Nasheed	The President	House of Representatives	26 Jul	1982
Malta (Valletta)	R	P: HE Dr George Abela	PM: The Hon Dr Lawrence Gonzi	House of Representatives	21 Sep	1964
Mauritius (Port Louis)	R	P: HE The Rt Hon Sir Anerood Jugnauth	PM: Dr The Hon Navinchandra Ramgoolam	Legislative Assembly	12 Mar	1968
Mozambique (Maputo)	RE	P: HE Mr Armando Emilio Guebuza	The President	National Assembly	25 Jun	1995
Namibia (Windhoek)	RE	P: HE Mr Hifikepunye Pohamba	The President	National Assembly	21 Mar	1990
Nauru (Nauru) <sup>7</sup>	RE	P: HE Mr Marcus Stephen	The President	Parliament	31 Jan	1968
New Zealand (Wellington)	M	G-G: HE The Hon Sir Anand Satyanand	PM: The Hon John Key	House of Representatives	6 Feb	1931 <sup>4</sup>
Nigeria (Abuja)	RE	P: HE Alhaji Umaru Musa Yar'Adua	The President	National Assembly	1 Oct	1960
Pakistan (Islamabad)	R	P: HE Mr Asif Ali Zardari	PM: The Hon Syed Yusuf Raza Gilani	National Assembly	23 Mar	1989 <sup>2</sup>
Papua New Guinea (Port Moresby)	M	G-G: HE Sir Paulias Matane	PM: The Rt Hon Grand Chief Sir Michael T Somare	Parliament	16 Sep	1975
St Kitts and Nevis (Basseterre)	M	G-G: HE Sir Cuthbert M Sebastian	PM: The Hon Dr Denzil Douglas	National Assembly	19 Sep	1983
St Lucia (Castries)	M	G-G: HE Dame Pearlette Louisy	PM: The Hon Stephenson King	House of Assembly	22 Feb	1979
St Vincent and the Grenadines (Kingstown)	M	G-G: HE Sir Frederick Nathaniel Ballantyne	PM: The Hon Dr Ralph Gonsalves	House of Assembly	27 Oct	1979
Samoa (Apia)	R	HH Tuiatua Tupua Tamasese Efi	PM: The Hon Tuila'epa Sa'ilele Malielegaoi	Legislative Assembly	1 Jun	1970
Seychelles (Victoria)	RE	P: HE Mr James Alix Michel	The President	National Assembly	18 Jun	1976
Sierra Leone (Freetown)	RE	P: HE Mr Ernest Bai Koroma	The President	Parliament	27 Apr	1961
Singapore (Singapore)	R	P: HE Mr S R Nathan	PM: The Hon Lee Hsien Loong	Parliament	9 Aug	1965
Solomon Islands (Honiara)	M	G-G: HE Mr Frank Ofagioro Kabui	PM: The Hon Dr David Derek Sikua	National Parliament	7 Jul	1978
South Africa (Tshwane)	RE	P: HE Mr Jacob Gedleyihlekisa Zuma	The President	National Assembly	27 Apr	1994 <sup>2</sup>
Sri Lanka (Colombo)	RE	P: HE Mr Mahinda Rajapaksa	The President	Parliament	4 Feb	1948
Swaziland (Mbabane)	M*	HM King Mswati III	PM: The Hon Dr Barnabas S Dlamini	House of Assembly	6 Sep	1968
Tonga (Nuku'alofa)	M*	HM King George Tupou V	PM: The Hon Dr Feleti Vaka'uta Sevele	Legislative Assembly	4 Jun	1970
Trinidad and Tobago (Port of Spain)	R	P: HE Professor George Maxwell Richards	PM: The Hon Patrick Manning	House of Representatives	31 Aug	1962
Tuvalu (Funafuti)	M	G-G: HE The Reverend Sir Filoimea Telito	PM: The Hon Apisai Ielemia	House of Assembly	1 Oct	1978
Uganda (Kampala)	RE	P: HE Mr Yoweri Kaguta Museveni	The President	Parliament	9 Oct	1962
United Kingdom (London)	M	HM Queen Elizabeth II	PM: The Rt Hon Gordon Brown	House of Commons	13 June <sup>3</sup>	
United Republic of Tanzania (Dar es Salaam)	RE	P: HE Mr Jakaya Mrisho Kikwete	The President	National Assembly	9 Dec	1961
Vanuatu (Port Vila)	R	P: HE Mr Iolu Johnson Abbil	PM: The Hon Edward Nipake Natapei	Parliament	30 Jul	1980
Zambia (Lusaka)	RE	P: HE Mr Rupiah Banda	The President	National Assembly	24 Oct	1964

## Appendix 2: Secretariat structure and senior staff



### Deputy Secretary-General

Mmasekgoa Masire-Mwamba

*Deputy Director & Head of Office:*  
Jagarnath Nilkathsing

### Corporate Services Division

*Director:* Christopher Luswata

*Head of Human Resources:*  
Monica Oyas

### Legal and Constitutional Affairs Division

*Director:* Akbar Khan

### Political Affairs Division

*Director:* Amitav Banerji

### Youth Affairs Division

*Director:* Fatiha Serour

### Human Rights Unit

*Head:* Purna Sen



### Commonwealth Secretary-General

Kamalesh Sharma

### Secretary-General's Office

*Director & Head:* Simon Gimson

*Deputy Head:* Ruchira Kamboj

### Communications and Public Affairs Division

*Director:* Eduardo del Buey

*Deputy Director:* Manoah Espisu

### Strategic Planning and Evaluation Division

*Director:* Stephen Cutts



### Deputy Secretary-General

Ransford Smith

*Deputy Director & Head of Office:*  
Roy Rodriguez

### Economic Affairs Division

*Director:* Cyrus Rustomjee

### Governance and Institutional Development Division

*Director:* Jacqueline Wilson

### Social Transformation Programmes Division

*Director:* Caroline Pontefract

### Special Advisory Services Division

*Director:* José Maurel

## Appendix 3:

## Rates of contribution and programme budgets

The Secretariat's activities are supported by three different budgets or funds. First, there is the assessed budget of the Secretariat, and also the Commonwealth Youth Programme (CYP), which moved to assessed-based budgets commencing 1 July 2008. Contributions to the assessed budgets of the Secretariat and the CYP are made by Commonwealth governments on an agreed scale, primarily based on capacity to pay and other relevant factors. The budget of the Commonwealth Fund for Technical Co-operation (CFTC) is financed by voluntary contributions. The Secretary-General is the custodian and chief accounting officer to governments for all the budgets and funds administered by the Secretariat.

The Secretariat is governed by a Board of Governors, on which all member governments are represented. The Board meets annually in May to approve the Secretariat's strategic plans, work programmes and future budgets of the Secretariat, as well as the CFTC and the CYP. The Board elects an Executive Committee to assist its work. The Executive Committee meets at least three times a year, to monitor the implementation of the Secretariat's work programmes and budget.

The Secretariat's budget was £14.20m in 2007–08 and £14.59m in 2008–09. The CFTC's Plan of Expenditure for 2007–08 was £25.64m

and £28.25m in 2008–09. The CYP's budget for 2007–08 was £2.67m and £2.74m in 2008–09.

Details of contributions and pledges for 2007/08 and 2008/09 are shown in the accompanying tables 1 and 3. Resource allocations by programme for all funds in 2007/08 and 2008/09 are in tables 2 and 4.

The Secretariat also administers funds for specialist programmes, which are supported by extra-budgetary contributions from some member countries, and in some cases from the Secretariat's partner organisations, both within and outside the Commonwealth.

The Hubs and Spokes project is being delivered in collaboration with l'Agence Intergouvernementale de la Francophonie, to strengthen the capacity of Commonwealth developing countries to participate in international trade negotiations. The European Commission has made available 11 million euros to the Secretariat to support this project.

During 2007–08 and 2008–09, members have also made donations (£4.83m) to specific projects to augment approved work programmes of the Secretariat such as in: governance, election observation, preventing and combating terrorism, bridging the digital divide, gender and trade, human rights, education, youth, public sector development and the media.

## Appendix 4: Resource allocations by programme

**Table 1 - Contribution and pledges to all funds, 2007/2008**

	CONTRIBUTIONS TO the Secretariat		PLEDGES TO	
	%	£	CYP £	CFTC £
Antigua and Barbuda	0.32	49,157	9,125	-
Australia	9.69	1,376,348	230,738	4,446,020
The Bahamas	0.56	80,965	14,387	98,520
Bangladesh	0.99	143,134	9,125	97,749
Barbados	0.56	80,965	9,125	118,235
Belize	0.32	49,157	9,125	-
Botswana	0.99	143,134	11,046	242,382
Brunei Darussalam	0.99	143,134	15,366	353,868
Cameroon	0.99	143,134	9,125	-
Canada	19.07	2,708,664	740,027	6,577,616
Cyprus	0.99	143,134	9,125	125,330
Dominica	0.32	49,157	9,125	23,647
Fiji Islands*	0.56	-	-	-
The Gambia	0.32	49,157	9,125	18,252
Ghana	0.99	143,134	18,255	-
Grenada	0.32	49,157	9,125	16,292
Guyana	0.56	80,965	9,125	-
India	3.34	474,407	99,495	900,000
Jamaica	0.99	143,134	18,255	-
Kenya	0.99	143,134	19,624	239,496
Kiribati	0.32	49,157	2,224	5,203
Lesotho	0.56	80,965	9,125	100,500
Malawi	0.56	80,965	9,125	24,000
Malaysia	1.35	195,183	27,622	-
Maldives	0.32	49,157	4,449	23,647
Malta	0.56	80,965	9,125	119,102
Mauritius	0.99	143,134	9,125	136,078
Mozambique	0.56	80,965	9,125	29,559
Namibia	0.56	80,965	15,097	158,968
Nauru**	0.32	-	-	-
New Zealand	2.15	305,382	38,830	1,507,342
Nigeria	1.35	195,183	22,414	-
Pakistan	1.35	195,183	18,255	250,000
Papua New Guinea	0.99	143,134	18,255	-
St Kitts and Nevis	0.32	49,157	9,125	-
St Lucia	0.32	49,157	9,125	29,559
St Vincent and the Grenadines	0.32	49,157	9,125	27,760
Samoa	0.32	49,157	9,125	-
Seychelles	0.32	49,157	9,125	14,188
Sierra Leone	0.56	80,965	18,255	29,559
Singapore	1.35	195,183	18,255	347,661
Solomon Islands	0.32	49,157	9,125	-
South Africa	3.90	553,948	100,299	236,470
Sri Lanka	0.99	143,134	18,255	48,869
Swaziland	0.56	80,965	9,125	-
Tonga	0.32	49,157	9,125	29,559
Trinidad and Tobago	0.99	143,134	22,374	73,000
Tuvalu	0.32	49,157	1,112	-
Uganda	0.99	143,134	18,255	70,000
United Kingdom	30.00	4,261,139	1,204,598	7,193,392
United Republic of Tanzania	0.99	143,134	18,255	-
Vanuatu	0.32	49,157	9,125	-
Zambia	0.99	143,134	30,607	81,819
Anguilla	-	-	-	-
Bermuda	-	-	-	-
Cook Islands	-	-	9,125	-
Gibraltar	-	-	-	15,000
Montserrat	-	-	-	-
St Helena	-	-	-	500
Turks and Caicos Islands	-	-	-	-
<b>Total</b>	<b>100.00</b>	<b>14,203,792</b>	<b>2,992,729</b>	<b>23,809,142</b>

**Table 2 - Resource allocations by programme, 2007/2008**

Programmes	Total £	Secretariat's Assessed Budget £	CYP £	CFTC £
1 Good Offices	989,766	989,766	-	-
2 Democracy	2,300,290	1,992,910	307,380	-
3 Rule of Law	2,292,903	1,253,308	1,039,595	-
4 Human Rights	470,122	244,844	225,278	-
5 International Trade	3,952,501	618,374	3,334,127	-
6 Investment	3,741,944	347,021	3,394,923	-
7 Finance and Debt	2,393,942	475,575	1,918,367	-
8 Public Sector Development	4,886,760	-	4,886,760	-
9 Environmentally Sustainable Development	173,683	127,576	46,107	-
10 Small States	490,248	455,412	34,836	-
11 Education	1,088,577	719,721	368,856	-
12 Health	799,137	532,741	266,396	-
13 Young People	2,557,765	-	88,365	2,469,400
14 Gender Equality and Equity	1,088,759	752,690	336,069	-
15 Capacity Building	4,913,486	-	4,913,486	-
16 Secretariat Governance, Management and Communications	9,914,841	6,001,263	3,716,626	196,952
Contingency	1,053,990	22,593	1,031,397	-
Other Income	(602,947)	(330,000)	(272,947)	-
<b>Total Budget</b>	<b>42,505,765</b>	<b>14,203,792</b>	<b>25,635,621</b>	<b>2,666,352</b>

\* Fiji was fully suspended from the Commonwealth in September 2009.

\*\* Nauru is a member in arrears.

**Table 3 - Contribution and pledges to all funds, 2008/2009**

	CONTRIBUTIONS TO the Secretariat		PLEDGES TO	
	%	£	CYP £	CFTC £
Antigua and Barbuda	0.38	55,497	9,453	-
Australia	9.69	1,414,851	240,490	4,842,383
The Bahamas	0.61	89,080	15,013	-
Bangladesh	1.03	150,404	9,453	115,899
Barbados	0.61	89,080	9,453	135,000
Belize	0.38	55,497	9,453	-
Botswana	1.03	150,404	11,399	263,990
Brunei Darussalam	1.03	150,404	16,126	385,415
Cameroon	1.03	150,404	9,453	139,682
Canada	19.07	2,784,435	771,525	7,140,895
Cyprus	1.03	150,404	9,453	136,503
Dominica	0.38	55,497	9,453	-
Fiji Islands *	-	-	-	-
The Gambia	0.38	55,497	9,453	19,879
Ghana	1.03	150,404	18,906	212,480
Grenada	0.38	55,497	9,453	-
Guyana	0.61	89,080	9,453	45,320
India	3.34	487,681	103,704	950,000
Jamaica	1.03	150,404	18,906	152,000
Kenya	1.03	150,404	20,574	260,84
Kiribati	0.38	55,497	2,224	-
Lesotho	0.61	89,080	9,453	109,460
Malawi	0.61	89,080	9,453	26,140
Malaysia	1.39	202,970	28,915	250,000
Maldives	0.38	55,497	4,726	-
Malta	0.61	89,080	9,453	126,248
Mauritius	1.03	150,404	9,453	148,209
Mozambique	0.61	89,080	9,453	32,194
Namibia	0.61	89,080	15,848	-
Nauru**	-	-	-	-
New Zealand	2.15	313,927	40,592	1,458,780
Nigeria	1.39	202,970	23,354	386,327
Pakistan	1.39	202,970	18,906	250,000
Papua New Guinea	1.03	150,404	18,906	-
St Kitts and Nevis	0.38	55,497	9,453	-
St Lucia	0.38	55,497	9,453	-
St Vincent and the Grenadines	0.38	55,497	9,453	-
Samoa	0.38	55,497	9,453	-
Seychelles	0.38	55,497	9,453	-
Sierra Leone	0.61	89,080	18,906	32,194
Singapore	1.39	202,970	18,906	312,125
Solomon Islands	0.38	55,497	9,453	21,783
South Africa	3.9	569,448	104,538	257,551
Sri Lanka	1.03	150,404	18,906	48,869
Swaziland	0.61	89,080	9,453	115,899
Tonga	0.38	55,497	9,453	-
Trinidad and Tobago	1.03	150,404	23,354	82,000
Tuvalu	0.38	55,497	1,112	3,000
Uganda	1.03	150,404	18,906	-
United Kingdom	30.00	4,426,968	906,090	8,475,274
United Republic of Tanzania	1.03	150,404	18,906	141,654
Vanuatu	0.38	55,497	9,453	-
Zambia	1.03	150,404	31,973	89,113
Anguilla				-
Cook Islands			9,453	-
Gibraltar				15,000
St Helena				500
<b>Total</b>	<b>100.00</b>	<b>14,844,002</b>	<b>2,768,036</b>	<b>27,182,612</b>

\* Fiji was fully suspended from the Commonwealth in September 2009.

\*\* Nauru is a member in arrears.

**Table 4 - Resource allocations by programme, 2008/2009**

Programmes	Total £	Secretariat's Assessed Budget £	CYP £	CFTC £
1 Good Offices for Peace	1,581,717	1,581,717	-	-
2 Democracy and Consensus-Building	3,921,341	3,418,201	503,140	-
3 Rule of Law	1,890,401	450,484	1,439,917	-
4 Human Rights	473,731	120,920	352,811	-
5 Public Sector Development	12,044,210	-	12,044,210	-
6 Economic Development	10,318,799	1,799,150	8,519,649	-
7 Environmentally Sustainable Development	301,436	211,604	89,832	-
8 Human Development	7,048,472	2,374,695	2,127,235	2,546,542
Business support Functions	6,103,448	4,925,474	984,839	193,135
Contingency	2,520,962	51,230	2,469,732	-
Other Income	(619,528)	(339,075)	(280,453)	-
<b>Total Budget</b>	<b>45,584,989</b>	<b>14,594,400</b>	<b>28,250,913</b>	<b>2,739,677</b>



## Appendix 5: Commonwealth Secretariat partners: 2007–2009

Below are some of the partners the Secretariat worked with during the period under review, along with a brief description of the nature of that partnership. Partnership organisations are categorised according to the area of work.

### Democracy, human rights, governance and rule of law

#### African Research Network on Terrorism and Counter Terrorism (ARNTACT)

The Secretariat and the African Research Network on Terrorism and Counter Terrorism (ARNTACT), an informal network of researchers, academics and analysts, collaborate and consult with each other in the development of counter-terrorism strategies for Africa.

#### Asia Pacific Forum of National Human Rights Institutions

The Secretariat works with the Asia Pacific Forum of National Human Rights Institutions, the leading regional human rights organisation in the Asia Pacific, to strengthen national human rights institutions in the Asia Pacific region.

#### European Judicial Network

The European Judicial Network has collaborated with the Secretariat to further strengthen international co-operation between states in tackling transnational crimes.

#### Heads of Prosecution Agencies Conference

The Commonwealth has co-operated with the Heads of Prosecution Agencies Conference (HOPAC) in further strengthening international co-operation between states in tackling transnational crimes.

#### InterGovernmental Authority on Development

The Secretariat provided assistance in drafting a Mutual Legal Assistance and Extradition instrument with the InterGovernmental Authority on Development (IGAD) to facilitate international co-operation between states and in particular assist

the IGAD capacity-building programme against terrorism.

#### Inter-American Commission on Human Rights

The Secretariat works closely with the Inter-American Commission on Human Rights, an autonomous organ of the Organization of American States (OAS), to promote human rights across the Americas.

#### International Association of Prosecutors

The Secretariat engages in international co-operation with the International Association of Prosecutors to help combat serious crime, collaborating with the IAP to strengthen international networks of prosecution agencies in tackling transnational crimes. The Secretariat worked with the IAP in launching a voluntary 12-month mentoring scheme for prosecutors from Commonwealth Asia and Pacific countries, as well as a training and placement programme for prosecutors from developing countries.

#### International Criminal Court

The Secretariat has worked closely with the International Criminal Court (ICC) on the implementation and operation of the Rome Statute in collaboration with the International Committee of the Red Cross.

#### International Peace Institute and Centre on Global Counter-Terrorism Co-operation

The Secretariat works with the International Peace Institute and Centre on Global Counter-Terrorism Co-operation, consulting on the implementation of counter-terrorism strategies in South Asia.

#### Pacific Islands Law Officers Network

The Secretariat has participated in meetings of the Pacific Islands Law Officers Network (PILON) and further strengthened international co-operation between countries of the Pacific region through technical assistance.

### Economic development

#### African Commission on Human and Peoples' Rights

The Secretariat enjoys a good working relationship with the African Commission on Human and Peoples' Rights, a quasi-judicial body charged with the protection and promotion of human rights and the interpretation of the African Charter on Human and Peoples' Rights.

#### African Development Bank

The African Development Bank has collaborated with the Secretariat on a number of activities including a legal clinic for the World Bank's Heavily Indebted Poor Countries Initiative (HIPC). The two organisations have worked together in developing partnerships between international financial institutions, regional development banks and the private sector to provide small and medium enterprises with access to long-term finance.

#### Eastern Caribbean Central Bank

The ECCB, the monetary authority for Anguilla, Antigua and Barbuda, Dominica, Grenada, Montserrat, St Kitts and Nevis, St Lucia, and St Vincent and the Grenadines, hosts a Commonwealth Secretariat Regional Adviser for Debt. The ECCB is being assisted to develop an Enterprise Development Fund, which will provide small and medium enterprises with access to private equity finance.

#### Eastern and Southern Africa Anti-Money Laundering Group

The Secretariat facilitated the process of establishing the ESAAMLG and supports the group's work programme, including the holding of regional workshops to address anti-money laundering and combating the financing of terrorism.

#### Economic Community of West African States

See European Union – 'Hubs and Spokes' project.

#### Financial Action Task Force

An active member in the fight against money laundering, the Secretariat works with the inter-governmental Financial Action Task Force, helping member countries to implement international anti-money laundering legislation. The Secretariat

works with the FATF and its members, including small states, in the setting of standards.

#### International Centre for Trade and Sustainable Development

The ICTSD and the Secretariat have been implementing an initiative to explore new and rapidly emerging policy concerns that need to be considered by trade, finance and climate policy-makers and stakeholders in developing countries, to ensure that their economies are ready to address challenges and take advantage of opportunities. The two organisations organised a pan-Commonwealth stakeholder dialogue in 2008, hosted by the Government of Mauritius. A regional dialogue on ACP-EU fisheries relations was also held in Windhoek, Namibia.

#### International Finance Corporation

Since 2007 the Secretariat has supported a pilot small and medium enterprise (SME) Credit Information Database in South Africa in partnership with the IFC on sub-contractors in the Western Cape Province of South Africa. The pilot database currently contains information on approximately 120,000 SME sub-contractors.

#### International Trade Centre

The International Trade Centre, a development partner set up to help developing and transition countries achieve sustainable human development through exports, has been closely working with the Secretariat, jointly hosting workshops in Ethiopia and Rwanda.

#### Macroeconomic and Financial Management Institute

The Secretariat has been collaborating with MEFMI, a regional institute comprising Angola, Botswana, Kenya, Lesotho, Malawi, Namibia, Swaziland, Tanzania, Uganda, Zambia and Zimbabwe, since its creation, building up capacity in the area of debt management. Seven MEFMI countries use the Commonwealth's CS-DRMS software. The MEFMI also hosts a Secretariat-funded CS-DRMS regional adviser.

#### Organisation of Eastern Caribbean States

The OECS, through its offices in the region, is supporting the Secretariat in promoting

agribusiness and food safety in six eastern Caribbean states – Antigua and Barbuda, Dominica, St Kitts and Nevis, St Vincent and the Grenadines, St Lucia and Grenada. The Secretariat has worked jointly with the OECS on a sub-regional project in the Eastern Caribbean to propagate business incubation.

#### **Organisation for Economic Co-operation and Development**

In addition to working on issues of aid and aid architecture, the Secretariat has promoted dialogue between the OECD and Commonwealth jurisdictions affected by the OECD's Harmful Tax Competition initiative, with the aim of achieving a level playing field. The OECD also supported the Secretariat at the 2nd Teacher Research Symposium addressing issues of brain gain and waste with recruited teachers.

#### **Organisation Internationale de la Francophonie**

An agreement was signed in June 2002 between OIF – which implements projects and programmes in the cultural, scientific, economic and legal areas – and the Secretariat to deliver a French version of the Commonwealth's pioneering debt management software, CS-DRMS. The OIF has also collaborated with the Commonwealth Youth Programme and agreed to work with the Secretariat on the Universal Periodic Review, a review of the human rights records of all 192 UN member states.

#### **Pacific Regional Environment Programme**

The Secretariat has been working with the Pacific Regional Environment Programme, a regional organisation established by the governments and administrations of the Pacific region to look after the Pacific environment, and to recruit a resource economist to implement economics of climate change studies in the Pacific.

#### **Pacific Islands Private Sector Organisation**

The Secretariat has been working with the Pacific Islands Private Sector Organisation, a private sector body set up in 2005 to facilitate policy dialogue with the public sector, to identify participants for a Commonwealth-India small business competitiveness development programme and a pan-Commonwealth natural fibres skills development programme.

#### **South Asian Association for Regional Cooperation**

In an effort to deepen economic integration in the South Asian region, the Secretariat has co-operated with the South Asian Association for Regional Cooperation. The association attended the first South Asian Economic Summit, organised in 2008 by the Secretariat with the Institute of Policy Studies and the Federation of Chambers of Commerce and Industry of Sri Lanka.

#### **West African Institute for Financial and Economic Management**

The WAIFEM, a sub-regional training institute for The Gambia, Ghana, Liberia, Nigeria and Sierra Leone which aims to build capacity for macroeconomic and financial management in its constituent countries, hosts a Secretariat-funded CS-DRMS regional adviser.

#### **Public administration**

##### **African Association of Public Administration and Management**

The Secretariat has provided support for young public service professionals to attend annual roundtables organised by the African Association of Public Administration and Management since 2006, while also providing support to the AAPAM's Award for Innovative Management, which is designed to encourage creative administrative and managerial initiatives in the African public sector.

##### **Association of Management Development Institutions in South Asia**

The Association of Management Development Institutions in South Asia, an international not-for-profit organisation set up in 1988 to help management development institutions in the South Asian Association for Regional Cooperation region, is supported in its work by the Commonwealth Secretariat.

##### **University of the South Pacific**

The Secretariat has provided funding for numerous postgraduate students to study at the university over the past decade, aimed at upgrading the skills of public servants so they can contribute toward modernising institutions and broaden the professional skills base in the Pacific.

#### **University of the West Indies**

The Secretariat collaborates with the university on public policy development and administrative law, as it supports the training of senior public servants. The Secretariat has implemented a pilot project on gender in selected schools in Trinidad and Tobago with the university.

#### **Human development (education, gender and health)**

##### **Association for the Development of Education in Africa**

The Secretariat is the lead agency for the ADEA's Working Group on the Teaching Profession, supporting the professional development of teachers in partnership with ministries of education in Africa and other regional and international partners. The Secretariat also sits on ADEA's Working Group on Communication for Development and on the judging panel for the Africa Education Awards.

##### **International Organization on Migration**

The Secretariat and International Organization on Migration (IOM) have been closely involved in discussions on the issue of forced migration and trafficking.

##### **Southern African Development Community**

The SADC collaborates with the Secretariat in finding ways of delivering education to marginalised communities, including nomadic populations. The SADC will in the next three years act as a co-ordinator on behalf of the Secretariat for the Nomadic Education Forum, working with nomadic populations in Sub-Saharan Africa to deliver quality distance education.

#### **Young people**

##### **Alliance of Civilizations**

The Secretariat has been collaborating with the Alliance of Civilizations on the implementation of a Respect and Understanding project across the Commonwealth, which aims to promote understanding among young people.

##### **Education International**

Education International works collaboratively with the Secretariat in addressing the

implementation of the Commonwealth Teacher Recruitment Protocol (CTRP).

##### **Education Reform Unit of the Organisation of East Caribbean Countries**

Joint organisation of a Regional Training Workshop in Multi-grade Teaching in St Lucia for Caribbean countries.

##### **International Labour Organization**

The ILO and Secretariat have been collaborating with the Youth Employment Network to influence member governments' policy commitments on youth employment. The ILO and Secretariat entered into a Letter of Agreement in relation to the ILO UNESCO Recommendations and the CTRP in 2006. The two organisations are also partners in the Youth Employment Network.

#### **Outreach**

##### **Asia-Pacific Institute for Broadcasting Development**

The Commonwealth Secretariat and the AIBD convened a workshop on the margins of the 17th Conference of Commonwealth Education Ministers (17CCEM) to explore how the media could become a catalyst for civil paths to peace. It was a groundbreaking partnership, focusing on the often-neglected question of engaging journalists who report on education issues as part of advocacy work in dealing with conflict. The Malaysia-based AIBD works to achieve a vibrant and cohesive electronic media environment in the Asia-Pacific region, through policy and resource development.

##### **Caribbean Broadcasting Union**

The CBU is the parent company of Caribbean Media Corporation, which has a major influence on the multi-media scene in the Caribbean region. The CBU and the Commonwealth Secretariat have partnered on media initiatives in the Caribbean region. In a unique arrangement, the CBU's funds enable non-Commonwealth journalists from the region to participate in Secretariat-organised events, thus significantly increasing the organisation's reach.

##### **BBC Swahili Service**

The BBC Swahili Service collaborated with the Secretariat in organising its annual flagship 'Prosper

with the BBC' entrepreneurship award for young people in eastern Africa. The Secretariat enjoyed highly visible branding, with representatives from the Commonwealth Youth Programme Africa Region sharing the podium with regional leaders (including Tanzanian President, Jakaya Kikwete, in 2007) and speaking to a live television and radio audience of an estimated 20 million people. The winner of the award in 2007 was an invited guest at the Commonwealth Youth Forum in Kampala in 2007, while the winner in 2009 will speak at the Youth Forum in Port of Spain, Trinidad and Tobago, in November.

#### Initiative for Policy Dialogue

The Initiative for Policy Dialogue (IPD), founded by Nobel Laureate Joseph Stiglitz in July 2000 and based at Columbia University, New York, helps developing countries explore policy alternatives, and enable wider civic participation in economic policy-making. The Commonwealth Secretariat has partnered with the IPD to deliver media development initiatives in Africa and the Caribbean. In Sierra Leone in February 2008, the two partnered to host a workshop for 20 journalists and 15 civil society groups on how to report capital markets and understanding the budget making and monitoring process, a first for Sierra Leone media, a few months before the launch of a stock exchange in Freetown. In

Barbados in 2008, a Secretariat and IPD seminar examined climate change implications for the Caribbean region and proposed actions by the media in galvanising governments to act. In Port of Spain, Trinidad and Tobago in June 2009, IPD and the Secretariat partnered to deliver a workshop focusing on the global economic crisis and its implications for the Caribbean, especially considering that the region is the globe's most indebted.

#### Trade Law Centre, Stellenbosch University

The Trade Law Centre (Tralac), which is based at Stellenbosch University, South Africa, facilitated a Secretariat-supported workshop to build capacity for the African media in trade law, facilitation and the negotiations climate for the Doha Development Round in the context of the global economic crisis. Tralac builds trade law capacity in the Southern Africa region, in governments, the private sector and in civil society. The workshop was held in Zambia in February 2009.

#### Southern Africa Global Competitiveness Hub

The Hub is funded by the United States Agency for International Development (USAID) and promotes trade competitiveness in Southern Africa. In the period under review, the Secretariat partnered the Hub in delivering capacity-building initiatives for the media covering trade in the region.

## Appendix 6: Commonwealth Family organisations

Association for Commonwealth Literature and Language Studies	Commonwealth Geographical Bureau
Association of Commonwealth Universities	Association of Commonwealth Archivists and Record Managers
Commonwealth Association of Museums	Commonwealth Engineers Council
Commonwealth Association of Science, Technology and Mathematics Educators	Commonwealth Association of Architects
Commonwealth Association of Surveying and Land Economy	Commonwealth Medical Association Trust (Commat)
Commonwealth Broadcasting Association	Commonwealth Organisation for Social Work
Commonwealth Countries League	Commonwealth Women's Network
Commonwealth Forestry Association	Commonwealth Medical Association
Commonwealth Human Rights Initiative	Commonwealth Journalists Association
Commonwealth Judicial Education Institute	Commonwealth Association for Health and Disabilities
Commonwealth Lawyers Association	
Commonwealth Legal Education Association	<b>Other Accredited CSOs</b>
Commonwealth Pharmacists Association	Soroptimist International Commonwealth Group
Commonwealth Youth Exchange Council	African Centre for Democracy and Human Rights Studies
Council for Education in the Commonwealth	Forum of Federations
League for the Exchange of Commonwealth Teachers	International Council on Social Welfare
Royal Commonwealth Society	Pacific Foundation for the Advancement of Women
Sight Savers International (the Royal Commonwealth Society for the Blind)	INTERIGHTS
Institute of Commonwealth Studies	International Federation of Free Trade Unions
Commonwealth Policy Studies Unit	International Federation of Human Rights
ComHabitat	Commonwealth Trade Union Group
Royal Commonwealth Ex-Services League	Commonwealth HIV and AIDS Action Group (Para55)
Commonwealth Association of Planners	BUILD - Building Understanding through International Links for Development
Commonwealth Council for Educational Administration and Management	World Alliance for Citizen Participation (CIVICUS)
Commonwealth Dental Association	World Vision International: UK
Commonwealth Human Ecology Council	Basic Needs Trust
Commonwealth Magistrates' and Judges' Association	Corona Worldwide
Commonwealth Nurses Federation	Pacific Islands Association for NGOs
Royal Agricultural Society of the Commonwealth	Transparency International
Royal Overseas League	
Commonwealth Consortium for Education	<b>Intergovernmental and Associated Organisations</b>
The Commonwealth Association	The Commonwealth Education Trust/Commonwealth Institute
Commonwealth Association of Law Reform Agencies	Conference of Commonwealth Meteorologists
Commonwealth Association of Paediatric Gastroenterology and Nutrition	Commonwealth Association of Tax Administrators
	Commonwealth Telecommunications Organisation
	Commonwealth Parliamentary Association

Commonwealth Local Government Forum  
 Commonwealth Business Council  
 Commonwealth Games Federation  
 Commonwealth Association for Public  
 Administration and Management

#### Non-Accredited Organisations

Association of Commonwealth Amnesty  
 International Sections  
 Commonwealth Association of Indigenous Peoples  
 Commonwealth Association for Local Action and  
 Economic Development (COMMACT)  
 Commonwealth Association of Professional Centres  
 Commonwealth Association of Scientific  
 Agricultural Societies  
 Commonwealth Jewish Council  
 Commonwealth Legal Advisory Service  
 Commonwealth Library Association

Commonwealth Network of Information  
 Technology for Development (COMNET-IT)  
 Commonwealth Press Union Trust  
 Commonwealth Relations Trust  
 Commonwealth Society for the Deaf  
 (Sound Seekers)  
 Commonwealth Veterinary Association  
 Conference of Commonwealth Auditors General  
 Conference of Commonwealth Postal  
 Administrations  
 English-Speaking Union of the Commonwealth  
 Organisation of Commonwealth United Nations  
 Associations  
 Victoria League for Commonwealth Friendship  
 Commonwealth Partnership for Technology  
 Management  
 Commonwealth Advisory Body on Sport  
 Kituo Cha Katiba

## Appendix 7: Commonwealth Secretariat published titles, July 2007 – June 2009

### Agriculture and Environmental Issues

*Planting and Establishment of Tropical Trees*, Tropical Trees: Propagation and Planting Manuals 5, David Upton with Peter de Groot; illustrated by R H F Wilson, Esther Dobson and Peter de Groot

*Horticultural Chain Management for Eastern and Southern Africa: A Practical Manual*, Lise Korsten, A Lombard, Dharini Sivakumar, Rosa Rolle and Hester Vermulen

*Horticultural Chain Management for Eastern and Southern Africa: A Theoretical Manual*, Lise Korsten, Divine Njie, Dharini Sivakumar, Rosa Rolle and Hester Vermulen

### Commonwealth Affairs

*The Commonwealth at the Summit: Volume 3: Communiqués of Commonwealth Heads of Government Meetings: 1997-2005*, Commonwealth Secretariat

### Commonwealth Reference Books and Almanacs

*Commonwealth Finance Ministers Reference Report 2007*, Commonwealth Secretariat (published by Henley Media Group)

*Transforming Societies Changing Lives: Report of the Commonwealth Secretary-General 2007*, Commonwealth Secretariat

*Commonwealth Heads of Government Meeting Reference Report 2007*, Commonwealth Secretariat (published by Henley Media Group)

*Commonwealth Health Ministers Book 2008*, Commonwealth Secretariat (published by Henley Media Group)

*Commonwealth Ministers Reference Book 2008*, Commonwealth Secretariat (published by Henley Media Group)

*The Commonwealth Yearbook 2008*, Commonwealth Secretariat (published by Nexus Strategic Partnerships)

*Commonwealth Education Partnerships 2008/09: Education in the Commonwealth: Towards the MDGs*, Commonwealth Secretariat (published by Nexus Strategic Partnerships)

*Commonwealth Local Government Handbook 2008*, CLGF (published by Publications UK)

*Commonwealth Finance Ministers Reference Report 2008*, Commonwealth Secretariat (published by Henley Media Group)

*The Commonwealth Yearbook 2009*, Commonwealth Secretariat (published by Nexus Strategic Partnerships)

*Commonwealth Health Ministers' Update 2009*, Commonwealth Secretariat, (published by Pro-Brook Publishing Ltd)

*Commonwealth Ministers Reference Book 2009*, Commonwealth Secretariat (published by Henley Media Group)

### Economics

*Trading on Commonwealth Ties: A Review of the Structure of Commonwealth Trade and the Scope for Developing Linkages and Trade in the Commonwealth*, Economic Paper 79, Chris Milner

*Global Rice and Agricultural Trade Liberalisation: Poverty and Welfare Implications for South Asia*, edited by Mohammad A Razzaque and Edwin Laurent

*Considering the Consequences: The Developmental Implications of Initiatives on Taxation, Anti-money Laundering and Combating the Financing of Terrorism*, J C Sharman and Percy S Mistry

*Quantifying Aid for Trade: A Case Study of Tanzania*, Economic Paper 82, Liz Turner

*Towards a Quantitative Assessment of Aid for Trade*, Economic Paper 83, Massimiliano Cali and Dirk Willem te Velde

*Reform of International Institutions: Towards a Commonwealth Agenda*, Economic Paper 85, Jonathan Ockenden, Simon Maxwell, Bradnee Chambers and Ngaire Woods

*The CARIFORUM and Pacific ACP Economic Partnership Agreements: Challenges Ahead?*, Economic Paper 87, Christopher Stevens, Jane Kennan and Mareike Meyn

*Innocent Bystanders: Implications of an EU–India Free Trade Agreement for Excluded Countries*, L Alan Winters and Others, Centre for the Analysis of Regional Integration at Sussex

*Learning from Experience: Perspectives on Poverty Reduction Strategies from Four Developing Countries*, Edited by David Peretz

*Fairer Fishing?: The Impact on Developing Countries of the European Community Regulation on Illegal, Unreported and Unregulated Fisheries*, Economic Paper 86, Martin Tsamenyi, Mary Ann Palma, Ben Milligan and Kwame Mfodwo

*The Export of Tradeable Services in Mauritius: A Commonwealth Case Study in Economic Transformation*, Percy S Mistry and Nikhil Trebbhoo

*Enhancing Investment in West Africa: The Role of Investment Instruments in Economic Partnership Agreement Negotiations*, Economic Paper 88, T Ademola Oyejide, Abiodun S Bankole, Olumuyiwa Alaba and Adeolu Adewuyi

## Education

*Achieving Education for All: Pakistan: Promising Practices in Universal Primary Education*, Quality UPE Good Practice Series, Dr Fareeha Zafar, Director, Society for the Advancement of Education, Lahore, Pakistan

*Double-shift Schooling (3rd Edition)*, Mark Bray

*Primary School Teacher Deployment: A Comparative Study*, Edited by Fatimah Kelleher

*Gender, HIV/AIDS and the Status of Teachers: Report of the Third Commonwealth Teachers' Research Symposium*, Edited by Roli Degazon-Johnson and with a Foreword by Richard Bourne

*Implementing Inclusive Education: A Commonwealth Guide to Implementing Article 24 of the UN Convention on the Rights of People with Disabilities*, Richard Rieser

*Teaching and Learning of English in Secondary Schools: A Zambian Case Study in Improving Quality*, Commonwealth Case Studies in Education, Casmir Chanda

*Low-cost Private Education: Impacts on Achieving Universal Primary Education*, Edited by Bob Phillipson

*Where are the Gaps?: HIV and Gender Pre-service Teacher Training Curriculum and Practices in East Africa*, Ifat Farah, Caroline Kavuma, Mweru Mwingi and Orwe Onyango

*Maintaining Universal Primary Education: Lessons from Commonwealth Africa*, Edited by Lalage Bown

## Education and Gender

*Exploring the Bias: Gender and Stereotyping in Secondary Schools*, edited by Elspeth Page and Jyotsna Jha

*The Gender-Responsive School: An Action Guide*, Catherine Atthill and Jyotsna Jha

## Gender

*Gender in Primary and Secondary Education*, Ramya Subrahmanian

*Mainstreaming Gender in Social Protection for the Informal Economy*, New Gender Mainstreaming Issues in Development Series, Naila Kabeer

*Gender Impacts of Revenue Collection in India*, Economic Paper 81, Nirmala Banerjee

*Gender Impacts of Revenue Collection in Uganda*, Economic Paper 84, Nite Tanzarn

*Small Change or Real Change?*, Commonwealth Perspectives on Financing Gender Equality, Commonwealth Secretariat

## Human Rights

*Civil Paths to Peace: Report of the Commonwealth Commission on Respect and Understanding*, The Commonwealth Commission on Respect and Understanding

*Comparative Study on Mandates of National Human Rights Institutions in the Commonwealth*, Commonwealth Secretariat

*Commonwealth Model National Plan of Action on Human Rights*, Commonwealth Secretariat

*Human Rights in the Commonwealth: A Status Report*, Edited by Purna Sen with research by Jade Cochran

## Journalism

*Eyes of Democracy: The Media and Elections*, Manoah Esipisu and Isaac E Khaguli

## Law

*Bringing Justice Home: The Road to Final Appellate and Regional Court Establishment*, Cheryl Thompson-Barrow

## Public Administration

*Growth and Success through e-Governance: Best Practice from Cyprus and Malta*, Edited by Devindra Ramnarine and RoseMarie-Rita Endeley

*Financing Local Government*, Commonwealth Secretariat Local Government Reform Series 1, Nick Devas with Munawwar Alam, Simon Delay, Roger Oppong Koranteng and Pritha Venkatachalam

*Information and Communication Technologies for the Public Service: A Small States Focus*, Edited by Devindra Ramnarine and RoseMarie-Rita Endeley

## Small States

*Small States: Economic Review and Basic Statistics, Vol 12*, Commonwealth Secretariat

*The Emerging Debt Problems of Small States*, Economic Paper 78, Dinesh Dodhia

*Sustainable Development in Small Island Developing States: Issues and Challenges*, Economic Paper 80, Edited by Janet Strachan and Constance Vigilance

*Small States and the Pillars of Economic Resilience*, Edited by Lino Briguglio, Gordon Cordina, Nadia Farrugia and Constance Vigilance (co-published with the Islands and Small States Institute, Malta)

*Labour Markets in Small Developing States*, Edited by Andrew S Downes

*Working Smart and Small: The Role of Knowledge-based and Service Industries in Growth Strategies for Small States*, Mahvash Qureshi and Dirk Willem te Velde

## Abbreviations

ACP	African, Caribbean and Pacific Group of States	LLDCs	land-locked developing countries
ASEAN	Association of South-East Asian Nations	MDGs	Millennium Development Goals
AU	African Union	MOU	memorandum of understanding
CABOS	Commonwealth Advisory Body on Sport	MSMEs	micro, small and medium-sized enterprises
CCEM	Conference of Commonwealth Education Ministers	NGO	non-governmental organisation
CCGE	Commonwealth Consultative Group on Environment	OECD	Organisation for Economic Co-operation and Development
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women	OIF	Organisation Internationale de la Francophonie
CFTC	Commonwealth Fund for Technical Co-operation	PPP	public-private partnership
CHOGM	Commonwealth Heads of Government Meeting	SADC	Southern African Development Community
CMAG	Commonwealth Ministerial Action Group	SMEs	small and medium enterprises
COG	Commonwealth Observer Group	UNDP	United Nations Development Programme
COMESA	Common Market for Eastern and Southern Africa	UNEP	UN Environment Programme
COP 15	UN Climate Change Conference, in Copenhagen, December 2009	UNESCO	UN Educational, Scientific and Cultural Organization
CPGF	Commonwealth Pacific Governance Facility	UNICEF	United Nations Children's Fund
CPPN	Commonwealth Public Procurement Network	UPR	Universal Periodic Review of the UN Human Rights Council
CS-DRMS	Commonwealth Secretariat Debt Recording and Management System	WAMM	Women's Affairs Ministerial Meeting
CSO	civil society organisation	WTO	World Trade Organization
CTRP	Commonwealth Teacher Recruitment Protocol	YAPL	Young Ambassadors for Positive Living (programme)
CYCI	Commonwealth Youth Credit Initiative		
CYCR	Commonwealth Youth Caucus Representative		
CYP	Commonwealth Youth Programme		
DFID	Department for International Development (of the UK)		
EC	European Commission		
EFA	Education for All		
EPA	Economic Partnership Agreement		
EU	European Union		
FAO	Food and Agriculture Organization		
FTI	Education for All Fast Track Initiative		
GBR	gender-responsive budgeting		
GMS	Gender Management System		
ICT	information and communication technology		
IFIs	international financial institutions		
ILO	International Labour Organization		
IMF	International Monetary Fund		
IT	information technology		
LDCs	least developed countries		

## The Commonwealth at 60: 1949–2009

King George VI with leaders at the 1949 Commonwealth Prime Ministers Meeting, London, 22-27 April 1949.



The Commonwealth's diamond anniversary fell on 27 April 2009, sixty years since the signing of the London Declaration in which eight founding members of the British Commonwealth constituted themselves anew, and ushered in the Modern Commonwealth. Today, that membership numbers 53: a quarter of the world's countries, a third of its

population, a fifth of its trade, and multitudes of its young.

This important milestone provides an opportunity to look back at the achievements of the last 60 years: from the vantage point of 2009, the Commonwealth Secretariat can review six decades of sharing the best of our knowledge and experience,

Meeting of Commonwealth Prime Ministers, London, June 1965.



Commonwealth Heads of Government Meeting (CHOGM), Harare, Zimbabwe, 19 October 1991.



Members of the Commonwealth Eminent Persons Group Malcolm Fraser of Australia and General Olusegun Obasanjo of Nigeria, with then Deputy Secretary-General Emeka Anyaoku and Bishop Desmond Tutu on a visit to South Africa, 1986.

bettering lives and quietly helping members down the road to democracy. Yet at the same time, the history of the Commonwealth reminds us constantly that achievements in the past are only really meaningful if we show ourselves to be relevant in the here and now, the present, and if we show ourselves to be visionary in setting our sights on the future.

### Rewinding by decades

- **1999:** The organisation readmitted a democratic Nigeria in the wake of the end of military rule and successful elections. A firm line was drawn under the rejection of military rule and determination to accept only civilian democratic governance.
- **1989:** Pakistan was admitted, 17 years after it had removed itself over the Commonwealth's recognition of an independent Bangladesh. The Commonwealth also led global thinking on the environment and climate change in Langkawi, Malaysia, with a statement that was to form the basis of the declaration made by the Rio Earth Summit in 1992.
- **1979:** Meeting in Lusaka, the membership spoke as one on the inadmissibility of any form of racial prejudice in national life, delineating the path towards Zimbabwean independence.
- **1969:** The genesis of the multilateral Commonwealth Fund for Technical Co-operation, which began in 1971 promoting the idea that all, including the vast majority of net recipients, could contribute and feel ownership and involvement.
- **1959:** The Commonwealth Scholarships and Fellowships Programme was established, which, half a century later, boasts some 26,000 alumni.
- **1949:** A visionary statement, after three days of intense negotiation, agreed on voluntary allegiance to the person of the King as the symbol of a 'free and equal association'. The British Commonwealth had faded into history, the Modern Commonwealth was born, and a new global era of internationalism was inaugurated by this very organisation.

### Commonwealth highlights

Landmarks can be found in virtually any span of Commonwealth history. In among them are powerful Commonwealth highlights:

- Championing of decolonisation from 1950s.
- Creation of the Commonwealth Foundation in 1965 to promote the voice and work of Commonwealth civil society. Now a network of 90 such organisations offers mutual professional support in important areas such as education, law and the media.
- Establishment of the first ever youth unit and youth development programme set up by an international organisation in 1974.
- Global initiation of the concepts of bilateral and multilateral debt relief for heavily indebted poor countries at the Commonwealth Finance Ministers Meetings in 1987 and 1997.
- Launch of a distance education programme through the Commonwealth of Learning in 1987.
- Launch of a Commonwealth Private Investment Initiative, which has since raised US\$800 million for African, Caribbean and Pacific countries.
- Global launch of the study of small states (their special vulnerabilities, their unique potential), alongside the World Bank in 2000 and 2005.
- Launch of teacher and health worker recruitment protocols to manage migration in 2004.