

Development and Democracy



Report of the Commonwealth
Secretary-General 2003



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Secretary-General 2003



**COMMONWEALTH
SECRETARIAT**

Commonwealth Secretariat
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We work as a trusted partner for all Commonwealth people as:

- a force for peace, democracy, equality and good governance;
- a catalyst for global consensus-building; and
- a source of assistance for sustainable development and poverty eradication

Commonwealth Secretariat Mission Statement

Foreword

by Commonwealth Secretary-General Don McKinnon

Increasing terrorism, armed conflicts, hunger, poverty and disease – these have regrettably already become some of the hallmarks of the first three years of a millennium that started with so much hope and optimism.

While hundreds of millions in the developing world suffer from poverty, disease and conflict, even those in the most developed countries find themselves facing new threats to their personal safety and security as terrorism spreads its ugly tentacles.

Our small and fragile world could be so very different, so much better. Who and what can make a difference and bring about change for the better? What good, for example, is the Commonwealth in these troubled times?

I strongly believe that the Commonwealth has never been more relevant or important. We embrace a great diversity of states, large and small, rich and poor, island and land-locked. We provide a unique forum for discussion between the haves and have-nots; our smallest members are listened to, alongside the bigger nations. What other organisation provides the opportunity for a leader from a small island state to sit at the same table with the head of a G8 nation as equals?

Our approach counters the growing concern among many countries that they are excluded from international decision-making. We strongly believe that multilateralism has an important role to play in today's world. By our inclusive and consensus-based approach, we try to minimise or eliminate the kinds of festering resentments that can all too easily erupt in conflict. We don't always get it right but we often do; when we do, we improve people's lives and, sometimes, save lives.

The Commonwealth is striving to make the world a fair marketplace for its members' goods and services. The single biggest measure developed countries could take to tackle world poverty would be to end trade-distorting subsidies. Sadly, talk is long and cheap on this topic; delivery is short and progress painfully slow.

Because of the lacklustre response from those who should know better, I have continued to argue passionately at every opportunity for improved market access, particularly in agriculture, for developing member countries. It was my key message at the UN's International Conference on Financing for Development in Monterrey in

March 2002, and at the World Summit on Sustainable Development in Johannesburg in August 2002. I repeated the plea for reform at the European Commission in Brussels and the World Trade Organisation in Geneva earlier this year.

My strong stand on the issue of agricultural subsidies comes from the simple fact that world poverty cannot be reduced if the big players – the United States, Europe and Japan – do not live up to their commitments to reduce or eliminate tariff barriers. The failure of the Cancún WTO meeting was disappointing but it cannot be allowed to sidetrack the Development Round.

Development remains central to the Commonwealth's work, as most of our members are developing countries. The Commonwealth Fund for Technical Co-operation (CFTC) is a flexible instrument which promotes social and economic development by enabling member countries to share skills and knowledge.

However, I am genuinely concerned that the CFTC will lose its relevance and meaning unless it receives greater funding. Its value has fallen by nearly 40 per cent in real terms since 1990, and while I welcome the increased contributions over the last few years from donors and beneficiaries, even more is needed to sustain it in the long term.

The promotion of democracy, human rights, the rule of law and good governance is another key area of our work. We have wide experience and strong credentials, and no other organisation has done more to show it means business in upholding its core values. The Commonwealth Ministerial Action Group remains a unique and resolute custodian of these principles.

Similarly, no organisation has done more to win the confidence of its own members. The Commonwealth's good offices are a byword on every continent and reflect the enormous trust our members have in us, relying on our experience and discretion to help resolve sensitive domestic issues.

We are privileged also to have the support of an extensive network of civil society organisations and individuals, who, through



their commitment and expertise, help others in the Commonwealth achieve growth, strengthen their institutions and enrich their communities.

Finally, over the past 18 months, we have set out to implement new governance arrangements for the Commonwealth Secretariat, in accordance with the recommendations made by leaders in Coolum. We now have a more focused and efficient Secretariat, allowing for greater cohesion and more effective co-ordination. The new arrangements have led to increased efficiency and transparency, and given governments more active involvement in setting directions and providing oversight of resources.

I would like to thank Prime Minister John Howard of Australia for his guidance and support as Chairperson-in-Office since the Coolum summit.

I am sure that the Abuja Commonwealth Heads of Government Meeting, under the chairmanship of President Olusegun Obasanjo of Nigeria, will help us to build on our achievements, generate new partnerships and provide a strong basis for our work in promoting the security, freedom and prosperity of the 1.8 billion people of the Commonwealth.

Don McKinnon, 15 September 2003

Executive summary



This Report of the Commonwealth Secretary-General covers the period 1 July 2001 to 30 June 2003. It describes the work of the Commonwealth association of 54 member countries, and more specifically the activities and achievements of the Commonwealth Secretariat, the association's principal intergovernmental organisation.

Encouraging sustainable development and strengthening democracy have long been Commonwealth goals. Development and democracy is the theme of this Report and also closely reflects the special theme of the 2003 Commonwealth Heads of Government Meeting (CHOGM) in Abuja, Nigeria, in December. Deliberations in Abuja will be informed by the Report of the Expert Group on Development and Democracy set up by the Secretary-General, based on a mandate from the 2002 CHOGM in Coolom, Australia.

Democracy remains central to the Commonwealth project. The last two years have seen the Secretariat redoubling its efforts to uphold the fundamental values articulated in the Harare Commonwealth Declaration of 1991, reinvigorated by the mandates emerging from the Coolom summit.

The Commonwealth Ministerial Action Group on the Harare Declaration, mandated to deal with serious or persistent violations of the Commonwealth's fundamental values, reviewed developments in Fiji Islands, Pakistan, Solomon Islands and Zimbabwe. The Commonwealth Chairpersons Committee on Zimbabwe (the 'Troika') constituted at Coolom dealt with the situation in that country.

The Secretariat provided technical assistance and training to strengthen democratic institutions and culture. Commonwealth Observer Groups observed elections in nine countries.

With a stronger mandate to make more proactive use of the Secretary-General's good offices, the Secretariat has reinforced its capacity to head off conflict and, where it does occur, to hasten reconstruction and assist with institutional safeguards to promote stability, in close co-operation with other international and regional partner organisations. The following countries had recourse to the Secretary-General's good offices: Cameroon, Fiji Islands, Guyana,

Swaziland, Tonga, and United Republic of Tanzania (Zanzibar).

Work to strengthen the rule of law has continued, with emphasis on the necessity of strong legal frameworks for development and democracy. The 2002 Commonwealth Law Ministers Meeting in St Vincent and the Grenadines focused on: issues of land and development; combating terrorism (particularly assisting with implementing relevant United Nations resolutions); trade, investment and competition; new technologies; and freedom of information and privacy. The Secretariat's development of model laws which can be adapted to individual members' legal systems was a valued part of its legal work.

The Secretariat also reinforced its capacity to promote human rights including through the integration of human rights standards across all its Divisions, emphasis on the indivisibility of civil, political, economic and social rights, and collaboration with other bodies in the human rights field. Expert groups were convened to determine best practice regarding freedom of expression, association and assembly; combating trafficking in women and children; rights of victims of crime; and internally displaced persons. Human rights publications were disseminated and existing Commonwealth youth networks employed to train youth in human rights issues.

Working towards a fairer global trading system, the Commonwealth has helped members pool their resources and amplify their voices at world forums where the key decisions are made that directly affect them. Technical support has been provided for the Doha Round of trade negotiations. Trade capacity-building has included the 'Hub and Spoke' project to benefit countries in the Africa, Caribbean and Pacific regions. The Commonwealth has continued to stand up for the rights of its members to trade transparently in financial services.

Above:
Marlborough House,
London, headquarters of the
Commonwealth Secretariat

Expert Group on Development and Democracy

The Coolum CHOGM requested that the Secretary-General establish a high-level Expert Group to recommend ways in which the 1999 Fancourt Commonwealth Declaration on Globalisation and People-Centred Development could be carried forward, focusing on how democracies might best be supported in alleviating poverty and promoting pro-poor development. The Group comprises ten experts from a range of disciplines and professional backgrounds related to international development and good governance. It is chaired by Dr Manmohan Singh, former Finance Minister of India.

The Expert Group met in November 2002, and May and July 2003. The Group will forward its report to the Secretary-General who in turn will submit it to Heads of Government at the 2003 Abuja summit. The report will be the background document for the special theme of the summit, 'Development and Democracy: Partnership for Peace and Prosperity'. The report is expected to address issues related to confronting the crisis of global poverty, efforts by developing countries to consolidate and deepen democracy, and ways of making democracy and pro-poor development mutually reinforcing.

Efforts have continued to enable all Commonwealth countries to enjoy the benefits of globalisation, to channel more official and private investment to developing countries and to help overcome endowed handicaps of small vulnerable economies. The Commonwealth Private Investment Initiative grew in strength and reach. The prospects for heavily indebted poor countries (HIPC) of a sustainable exit from debt while reaching the Millennium Development Goals, received attention through ministerial meetings, advocacy and technical support.

The Secretariat's work in promoting economic growth and poverty reduction, supported by the Commonwealth Fund for Technical Co-operation, has included assistance in export and investment promotion; enterprise and agricultural development; financial and private sector development; natural resource management; negotiating maritime boundaries; tourism; and debt management. Public sector reform remains a priority; more than 70 public sector reform assignments in some 30 countries were completed in the two-year period under review.

With 32 member countries qualifying as small states, the Commonwealth continues to be a particular advocate of their interests. Its efforts have succeeded in getting the needs of small states taken seriously at the UN and the World Bank. The larger part of the Secretariat's capacity-building and technical assistance resources has continued to be directed towards small states, helping to equip them to deal with the challenges of globalisation. Nine small states made use of the Joint Office for Commonwealth Permanent Missions to the UN in New York.

In pursuit of the Millennium Development Goals, the CFTC has continued to work to

bridge the skills gap, mainly through the placement of experts in key posts and the provision of training to public sector staff. Some 300 experts and consultants were fielded to developing countries, and more than 6,000 people trained over the review period.

The Commonwealth supports the empowerment of women by helping eliminate discrimination, promoting equal opportunities for women and men, and recognising that gender equality is essential to poverty eradication and sustainable development. The past two years have seen enhanced interest among governments and citizens in mainstreaming gender in government policies and programmes, including national budgeting. Other areas of focus included promoting women's involvement in peace processes and post-conflict reconstruction, and strengthening partnerships for eliminating violence against women.

The Commonwealth Youth Programme (CYP) works to empower young people through programmes in youth enterprise development, national youth policy development, youth participation and training youth workers through the CYP's Youth in Development Work Diploma and Certificate programmes. Other areas of activity during the reporting period included bridging the digital divide through training in information and communications technology, youth service awards and the Ambassadors for Positive Living programme of peer counselling and awareness-raising to combat HIV/AIDS.

Health and education activities during the reporting period focused on the Millennium Development Goals. The recruitment, migration and retention of workers in health

and education received close attention, as did the impact of HIV/AIDS and particularly the gender dimensions of the problem. A multi-sectoral approach to combating HIV/AIDS was adopted, including technical assistance, gender analysis and partnerships with other organisations. Education initiatives included efforts to improve access and equity in education, the development of head teacher training modules, the sharing of best practices for school improvement, and continued support for the Commonwealth Scholarship and Fellowship Plan.

To help ensure that development efforts are environmentally sustainable, the Secretariat assisted member countries in preparations for the 2002 World Summit on Sustainable Development. Commonwealth Environment Ministers at their 2003 meeting highlighted areas where the Commonwealth was well placed to support member countries in implementing the outcomes of the Summit. The Iwokrama International Rainforest Programme evolved from a research-based organisation towards a dynamic business-oriented institution.

Efforts to raise the profile of the Commonwealth included a programme of awareness-raising through the CYP regional centres, media relations including press conferences, media interviews with the Secretary-General, and the issuing of 180 press releases over the two-year period. Three documentary films on the Commonwealth were produced and distributed, as were a range of information and publicity materials including the Commonwealth Day poster. New technologies including websites and e-mail also played a greater role in public affairs work. Some 100 books on various areas of Commonwealth work were published.

The Secretariat has implemented a series of governance, structural and organisational changes over the past two years, informed by the Report of the High Level Review Group adopted by leaders at the Coolum summit. The divisional structure of the Secretariat was adjusted. New arrangements for strategic planning were instituted, and new working partnerships forged with other intergovernmental organisations. Several evaluation studies were completed and others begun, in the effort to promote results-based management. Considerable efforts were also made to strengthen partnerships with and among the Commonwealth family of intergovernmental and civil society organisations.

Democracy: a cornerstone of the Commonwealth



Democracy, representative government, human rights, the rule of law, the independence of the judiciary, and just and honest government are at the heart of the Commonwealth's fundamental political values, articulated in the 1991 Harare Commonwealth Declaration. The Commonwealth Secretariat promotes democracy through advocacy of democratic principles and practical action to help make them a reality.

The Commonwealth Ministerial Action Group

Unique among international organisations, the Commonwealth has a dedicated and high profile custodian body to monitor its own members' adherence to its values and respond where they appear to be at risk. The Commonwealth Ministerial Action Group on the Harare Declaration (CMAG) was set up in 1995 by Heads of Government at their meeting in Auckland, New Zealand, under the Millbrook Commonwealth Action Programme on the Harare Declaration. CMAG's member states are represented by their Foreign Ministers.

At the March 2002 summit in Coolom, Australia, CMAG's mandate was further clarified. It was established that the Group's mandate is not confined only to situations where a democratically elected government has been overthrown, but also covers other circumstances where a member country is perceived to be in serious or persistent violation of the Harare Commonwealth principles. A series of steps were spelt out, including the application of the Secretary-General's good offices to encourage member countries to move towards full compliance with the Harare principles. At its May 2002 meeting in Kasane, Botswana, CMAG welcomed the expanded mandate of the Group and began to put it into operation.

At its meetings since the Coolom summit the Group has reviewed developments in the countries on its agenda – Fiji Islands, Pakistan, Solomon Islands and Zimbabwe. Pakistan and Zimbabwe are currently suspended from the councils of the Commonwealth.

In considering the situation in Pakistan,

CMAG has noted the conclusions and recommendations of the Commonwealth Observer Group present at the country's October 2002 elections. It has welcomed the progress made by Pakistan in the establishment of democratic institutions including the election of the National Assembly, the Senate and Provincial Assemblies, and in the formation of democratic governments at the national and provincial levels. CMAG has been encouraged by the continuing progress in the development and growth of democratic institutions. At the same time, it has registered concerns about the status of the Legal Framework Order in particular, and expressed the hope that the dialogue between the Government and the opposition parties on outstanding issues would be concluded successfully in the spirit of parliamentary practice and process. CMAG was to review Pakistan's suspension at its meeting in September 2003.

The Group has kept Zimbabwe on its agenda, though this issue has been dealt with primarily by the Commonwealth Chairpersons Committee of three leaders (the 'Troika') established by Heads of Government at Coolom to determine appropriate Commonwealth action after the Zimbabwe presidential election. In March 2002, the Troika suspended Zimbabwe from the councils of the Commonwealth, to be reviewed after one year. The Commonwealth Statement on Zimbabwe of 16 March 2003 stated that the broad Commonwealth view was that the suspension remain in place pending consideration by Heads of Government at their summit in December 2003 in Abuja.

Above:

Loading ballot boxes to be counted in Pakistan

Opposite (top):

A CMAG press conference in November 2002: (left to right) Tuilaepa Sailele Malielegaoi, Prime Minister and Minister of Foreign Affairs of Samoa, Commonwealth Secretary-General Don McKinnon, Lt-Gen Mompoti Merafhe, Minister of Foreign Affairs and International Co-operation of Botswana (Chairperson) and M Morshed Khan, Minister for Foreign Affairs of Bangladesh

Opposite (bottom):

Making her voice count: a woman casts her vote in Sierra Leone



Fiji Islands was readmitted to the councils of the Commonwealth in December 2001 after the Fiji General Election, but CMAG has retained Fiji on its agenda because of the issues arising from the court case relating to the constitutionality of the formation of the Government. The Group agreed to continue to monitor the situation in Fiji Islands.

CMAG has also continued to monitor the situation in Solomon Islands, in the context of promoting stability in and international assistance to Solomon Islands.

CMAG's membership is approved by Heads of Government for a two-year term, renewable for a further two years. At Coolom, Commonwealth leaders agreed that a CMAG member can be retained for a third term if this is deemed desirable to preserve continuity, institutional knowledge or to provide linkages with relevant international organisations. Under the new procedures, the Group is also authorised to solicit, where appropriate, the intervention of the CHOGM Chairperson-in-Office, whose ministerial representative is invited to join CMAG.

CMAG currently consists of the Foreign Ministers of eight member countries: Botswana (Chairperson), Australia (Vice-Chairperson), The Bahamas, Bangladesh, Malta, India, Nigeria and Samoa.

Election observation and democratic assistance

The observation of elections and the provision of technical assistance and training are two key ways in which the Commonwealth Secretariat works to strengthen democracy – and democratic institutions in particular – in member countries.

Between July 2001 and June 2003 the Secretary-General sent Commonwealth Observer Groups to observe elections in nine countries: Fiji Islands, The Gambia, Solomon Islands, Zimbabwe, Sierra Leone, Lesotho, Pakistan, Kenya and Nigeria. Smaller scale Commonwealth Expert Teams were present in two others: Cameroon and Zanzibar, United Republic of Tanzania. The Observer Groups were asked to report on the credibility of the electoral process, whether the conditions existed for a free expression of will by the electors and if the election results reflected the wishes of the people. Each Group's report also contained practical recommendations to help improve election arrangements for the future. Copies of the Groups' reports are available to the public from the Secretariat's Political Affairs Division and the most recent are posted on the Secretariat's website.

At the request of member governments, the Secretariat also provides technical assistance to strengthen democracy. Thirteen experts were sent to six countries in the period June 2002 to June 2003 alone. Some visits are relatively short – for instance, a media expert may visit for a fortnight to help ensure that in the pre-election period the contesting parties all get their fair share of impartial media coverage. A voter registration expert may advise an election body for a week on best practice in the use of Voter ID cards. Other assignments are much longer: one Commonwealth expert provided election management advice to a Commonwealth election management body for a full 18 months leading up to an election. This tailored provision of experts is a growing area of work and the Secretariat foresees even greater use

of this facility by member countries in the future.

Democracy workshops and publications

The Commonwealth promotes good democratic practice and works to strengthen democratic values and culture through the organisation of workshops, seminars and conferences and the production and circulation of publications. In the two years under review, workshops were held on money and democratic politics, voter registration and electoral systems, and the role of young people in the democratic process, under the banner 'Claiming the Future'. The reports of these and other workshops in the Secretariat's Deepening Democracy series are available from the Political Affairs Division. The Secretariat also publishes occasional papers from these meetings; the first – *Political Financing in the Commonwealth* – was published in 2002.



Promoting peace, preventing conflict



Assistance to member states with adhering to the Harare Commonwealth Declaration is a key component of the Commonwealth Secretariat's work to promote just and stable government and to prevent internal conflicts. The 'good offices' role of the Secretary-General is the Commonwealth's primary mechanism for addressing political problems and conflicts where they do arise.

At their March 2002 meeting in Coolum, Australia, Heads of Government approved the conclusions of the High Level Review Group which included a call for more proactive use of the good offices role. In line with the Group's recommendations, a Good Offices Section has since been established in the Secretariat's Political Affairs Division, with additional staff and an enhanced budget.

Increasing emphasis is placed on capacity-building, with particular attention to post-conflict reconstruction and measures to make future conflict less likely. Another development stimulated by the High Level Review Group's recommendations is increased co-operation between the Secretariat and other international organisations with similar objectives.

Several Commonwealth member countries have made use of the Secretary-General's good offices over the past two years.

In Zanzibar, United Republic of Tanzania, the Commonwealth has focused its efforts on encouraging the two main political parties to agree to end a dispute over the conduct and results of the 1995 and 2000 elections. It is a moral guarantor of the agreement (called *Mwafaka*) between the parties. The Secretariat has also been involved in providing assistance in the establishment of an independent electoral commission for Zanzibar. The Joint Presidential Service Commission has been receiving active support and co-operation from the Secretariat, which also sent an expert team to observe the May 2003 by-elections for the Zanzibar House of Representatives. The Secretariat is planning to hold a workshop for the new members of the House of Representatives and is engaged in ongoing support to Zanzibar.

Following the suspension of Zimbabwe from the councils of the Commonwealth in March 2002, the Secretary-General has

continued to make every effort to engage with the Government of Zimbabwe. This situation has proved particularly intractable. In March 2003 a decision was taken to leave Zimbabwe's suspension from the councils of the Commonwealth in place, and for Heads of Government to revisit the issue in December at the 2003 CHOGM. Meanwhile, Commonwealth leaders in the region continued their efforts to promote dialogue between the main political parties.

In Fiji Islands, where the Commonwealth has been monitoring developments, the Secretary-General's good offices have been employed through the engagement of his Special Envoy to Fiji, Justice Pius Langa, Deputy Chief Justice of the South African Constitutional Court.

In pursuit of his good offices role in Swaziland, the Secretary-General encouraged HM King Mswati III in reaching his decision to allow public input into the Constitutional Review Commission process. In addition, Commonwealth experts assisted with advice on a draft constitution, which was released in May 2003 for comment. In November 2002, the Secretary-General nominated a legal expert to mediate in a conflict between the Executive and the Judiciary over the failure to implement judgments that were alleged to run counter to traditional values.

Following a request from President Bharrat Jagdeo, and with the concurrence of the main opposition party, the Secretary-General appointed Sir Paul Reeves as his Special Envoy to Guyana. The former Governor-General of New Zealand has assisted in addressing what appeared to be a political impasse. His main objective was to encourage the resumption of dialogue between the leaders of the principal parties and a wider dialogue involving civil society. The Special Envoy has also worked to promote a new political environment,

Above:

The 'Troika': (left to right) President Olusegun Obasanjo of Nigeria, Prime Minister John Howard of Australia (Chairperson) and President Thabo Mbeki of South Africa

Opposite (top):

HM King Mswati III of Swaziland receives a new draft constitution, developed with Commonwealth support

Opposite (bottom):

Voter registration papers in Guyana, where the Secretary-General's Special Envoy has worked to promote a new political environment



encouraging Guyana to transcend politics structured largely along ethnic lines and to build greater inclusiveness and unity into the process. Sir Paul's engagement in Guyana has received wide recognition and support from the international community.

The Secretary-General appointed Christine Stewart, former Canadian Secretary of State for Africa and Latin America, as his envoy in Cameroon, where she has worked with the Government on the implementation of reforms to enable the country to comply more effectively with the Harare Commonwealth Declaration. As a result of

Ms Stewart's engagement, combined with Commonwealth technical assistance, wide-ranging reforms are currently under way in the areas of election management, human rights, the rule of law and the independence of the judiciary, and decentralisation. Ms Stewart's work there is being supported by Cameroon's other international partners.

Following consultations with the Prime Minister of Tonga, the Secretary-General appointed Sir Douglas Graham as his Special Envoy to assist the Kingdom with its parliamentary processes.



Strengthening the rule of law



A robust legal system is critical to development and essential for democracy. It underpins economic growth and is a vital component of work in myriad areas, from conflict resolution to encouraging trade, investment and poverty reduction.

The Commonwealth Secretariat has a broad range of programmes aimed at enhancing the rule of law and strengthening the justice systems within the Commonwealth. These programmes are diverse and multi-faceted, covering both today's pressing issues and emerging topics for tomorrow, and include essential work with member countries on fundamental questions related to legal structures and constitutional reform. They also encompass policy development and programmes aimed at the adoption of modern and effective laws, strengthening justice institutions and processes, and enhancing capacity to combat crime, both domestic and international.

Trade, investment and competition

A solid framework of business laws is needed for countries to improve trade opportunities and attract investment. Of growing importance within that framework are laws that govern competition. Their enactment in developing countries is a relatively recent phenomenon. Arising from a request made by Law Ministers of Small Commonwealth Jurisdictions, work has been carried out on the development of a Commonwealth Model Law on Competition. On the basis of recommendations made by Commonwealth Law Ministers at their meeting in Kingstown, St Vincent and the Grenadines, in November 2002, work continues on the elaboration of a model law that will take into consideration not only traditional competition laws within developed countries and the policies of the WTO, but also the experiences of developing countries. In particular, this model law seeks to accommodate those countries in which a section of the community has in the past been systematically excluded from areas of commercial activity. The matter will be considered again by Law Ministers when they next meet.

New technologies

The remarkable technological advances of recent years pose challenges that affect all

Commonwealth countries, which need to seize the opportunities of e-commerce and e-governance while preventing the abuse and misuse of technology. At their 2002 meeting, Law Ministers endorsed a series of model laws on these subjects, the culmination of work carried out by the Secretariat over the previous few years. These model legislative provisions are tools for member countries to adapt into their own domestic law. Recognising the fast pace of change inherent in this field, Law Ministers have requested that these model laws be kept under review and that the work of the Secretariat in this important field continue.

Model laws developed by the Commonwealth in a number of areas, along with Commonwealth schemes and other documents of interest, are now posted on the website of the Secretariat (www.thecommonwealth.org/law).

Land and development

Land, the direct source of livelihood for vast numbers of people in the Commonwealth, is strongly linked to development and poverty reduction.

Land policy, reform and tenure, within the appropriate legislative framework, contribute to poverty reduction, the achievement of the Millennium Development Goals and the fulfilment of the Secretariat's mandate on democracy and development through, among other things:

- sustainable economic growth;
- equitable distribution of land;
- secure land rights; and
- environmental sustainability.

The Secretariat's programme on Land and Development focuses on rendering assistance in the review and where necessary development of land policy; capacity-building; formulating reforms; and establishing appropriate legislative frameworks.

In the Kingstown Declaration on Land and Development of November 2002, Commonwealth Law Ministers echoed the

Above:

Development and democracy demand an independent judiciary

Opposite (top):

Australian Foreign Minister Alexander Downer (right) and the Secretary-General address the media following a meeting of the Commonwealth Committee on Terrorism

Opposite (bottom):

A CFTC expert (standing) provides assistance on legislative drafting in St Kitts and Nevis

Coolum Declaration by Heads of Government: both declarations recognise the links between democracy and good governance on the one hand, and poverty, conflict and poor development on the other.

Freedom of information and privacy

The Commonwealth Freedom of Information Principles endorsed by Law Ministers and noted by Heads of Government recognise the importance of public access to official information, both in promoting transparency and accountable governance and in encouraging the full participation of citizens in the democratic process. The Secretariat has developed a model law on freedom of information intended to assist member countries in adopting these principles in practice within their own domestic context. At the same time, a related model law on privacy has been prepared, designed to ensure that personal information is collected only for appropriate purposes and by appropriate means and to prevent its improper disclosure. Law Ministers have commended both these model laws as useful tools which could be adapted to meet the constitutional and legal positions of their individual countries. They acknowledged that the implementation of these laws had to take into account the resources available in each country.

Combating crime and terrorism

Crime, especially transnational crime, constitutes a major threat to democracy. The Secretariat continues to work intensively with member countries to enhance capacity to deal with contemporary problems in the criminal law and to strengthen international co-operation.

Terrorism is not new to the Commonwealth, which has consistently condemned it in all its forms. Following the terrorist attacks of 11 September 2001, Commonwealth Heads of Government committed themselves to strengthening their joint efforts to combat terrorism. A Commonwealth Plan of Action against terrorism was endorsed at Coolum and a ministerial committee oversees its implementation. Recent terrorist incidents around the world, a number of which have taken place in Commonwealth countries, have further underscored the need for urgent action.

The Secretariat has delivered an intensive pan-Commonwealth programme of legislative measures to combat terrorism and to assist in implementing international obligations such as those contained in UN



Security Council Resolution 1373. This work has included the elaboration of model legislative provisions; the development and distribution of implementation 'kits' for existing counter terrorism conventions; and the organisation of regional workshops.

Corruption is another area of significant and cross-cutting concern. Efforts continue on the development of measures for its prevention, building on the Framework for Commonwealth Principles on Promoting Good Governance and Combating Corruption. A key component of the programme has been the Secretariat's work with Commonwealth judges, in partnership with the Commonwealth Magistrates' and Judges' Association, to strengthen the judiciary and enhance capability to eliminate corruption. The Secretariat has also played a key co-ordinating role in the United Nations negotiations on a comprehensive Convention against corruption.

In relation to the gravest crimes – crimes against humanity, war crimes and genocide – work continues to assist member countries that are States Parties in implementing the Rome Statute of the International Criminal Court. The aim is to further international efforts to end impunity and ensure that those accused of the most heinous of crimes are brought to justice.

Final appellate/regional courts

The move by some member countries of the Commonwealth to de-link from the Judicial

Committee of the Privy Council (JCPC) was discussed at the 2002 Law Ministers Meeting. The Law Ministers agreed that in the process of removing jurisdiction from the JCPC, member countries should ensure that the traditional Commonwealth standards are maintained and that the transition process should be as smooth as possible.

To examine these issues, an Expert Group meeting was convened in London in June 2003 with representatives from the judiciary and senior government officials from across the Commonwealth. The meeting provided the opportunity for an open exchange of ideas and experiences which should be of great benefit to those member countries of the Commonwealth embarking on this process.



Advancing human rights



Human rights have long been at the centre of the Commonwealth's values and its practical interventions, and the Commonwealth Secretariat's work in the field has achieved growing prominence in recent years. The importance attached to human rights specifically is reflected in the enhanced autonomy of the Human Rights Unit since its reconstitution in January 2002.

“Respect for fundamental human rights is a core Commonwealth principle, enshrined in the Harare Commonwealth Declaration. Taking human rights seriously means recognising the equal worth of all human beings and respecting every person’s fundamental political and civil rights. Human rights are also about social and economic development. It is important to recognise that while millions of people do not have access to clean water, sufficient food, education and proper health care, they will not have the opportunity to realise their potential and rise above the mire of poverty.”

Commonwealth Secretary-General Don McKinnon

The new mandate of the Human Rights Unit is to:

- develop programmes to support Commonwealth commitment to the promotion and protection of fundamental human rights; more specifically, to develop programmes that emphasise the indivisibility of civil, political, economic and social rights;
- publish human rights materials for member countries;
- collaborate and co-operate with Commonwealth and non-Commonwealth governmental and non-governmental organisations working in the field of human rights, interacting especially with the United Nations system;
- provide the Secretary-General with advice on CMAG issues as required; and
- integrate human rights standards within all Divisions of the Secretariat.

Strategic framework

With the strategic goal of strengthening democracy and respect for human rights within the Commonwealth, the Secretariat has focused on determining ‘best practice’ and standard setting; strengthening national and regional human rights mechanisms; increasing awareness of and respect for human rights throughout the

Commonwealth, especially among young people; and mainstreaming human rights across the Secretariat's programmes.

Best practice on human rights issues

A number of Expert Groups were convened to establish best practice in accordance with Commonwealth values and international human rights standards. Reports and guidelines produced by the Expert Groups have been published and disseminated widely.

Trafficking in persons, especially women and children, for commercial sexual exploitation is one of the fastest growing areas of international criminal activity and of increasing concern to the international community. Trafficking for the purposes of labour exploitation, forced labour, marriage, adoption and trade in organs are also areas of concern. The overwhelming majority of trafficked persons are women and girls. Consequently, one Expert Group focused on strategies to combat unlawful trafficking of women and children.

Another Expert Group examined the fundamental human rights of freedom of expression, and freedom of assembly and association, as set out in international and regional human rights instruments. The Expert Group considered factors which hinder the enjoyment of these rights by citizens, and

Above:

Commonwealth Deputy Secretary-General Florence Mugasha (right) meets with delegates from the African Commission on Human and Peoples' Rights

Opposite (top):

A Commonwealth workshop on youth, law and human rights in Asia

Opposite (bottom):

A workshop in South Africa on best practices for Southern and Eastern African human rights commissions

Asia Region Workshop on Youth, Law 23rd -25th April 2003 Mumbai, India.

recommended 'best practice' guidelines to overcome these hindrances.

Victims of crime are sometimes overlooked when consideration is given to reforming criminal justice systems. This can lead to the incorrect perception that 'criminals have more rights than victims' and can erode confidence in the judiciary and justice systems. The Expert Group examining these issues developed 'best practice' guidelines for dealing with victims at various stages in the criminal justice system, including the role of police, prosecutors and courts. It also looked at issues of compensation and restitution for victims of crime.

Strengthening national human rights institutions

Training has been provided to enable national human rights institutions to carry out their mandates. A workshop for National Human Rights Institutions of Southern and Eastern African Commonwealth countries was held in collaboration with the Human Rights Centre of the University of Pretoria, South Africa. National human rights institutions from Ghana, Kenya, Lesotho, Malawi, Mauritius, Seychelles, Uganda, United Republic of Tanzania and Zambia participated.

Similar workshops are planned for other regions of the Commonwealth. The aim is to link up national human rights institutions with tertiary education institutions, as well as to promote networking between human rights institutions, to enable them to render a more professional service in carrying out their mandates.

Introduction to law and human rights for young people

The Secretariat is also focusing on training youth in the field of human rights. A training workshop for tutors of the Commonwealth Youth Programme's (CYP) Youth in Development Diploma programme was held in collaboration with the CYP's Asia Centre in Mumbai, India. Representatives from ten tertiary institutions in Bangladesh, India, Malaysia, Singapore and Sri Lanka were trained in teaching human rights. Further



training workshops in other regions of the Commonwealth are planned.

Publications

The Secretariat has distributed publications to provide information on human rights issues to member countries. These include: *Introduction to Law and Human Rights for Young People*; *Commonwealth Guidelines for the Treatment of Victims of Crime*; and *Tackling the Unconstitutional Overthrow of Democracies: Emerging Trends in the Commonwealth*. Human rights activities and publications are posted on the Secretariat's website, including a regularly updated table showing the status of ratifications of the principal international human rights treaties in the Commonwealth. A growing network of partners in the human rights field receive the Secretariat's *Human Rights Update* newsletter.

Collaboration with other organisations

The profile of human rights in the Commonwealth has been raised further through interaction with international and

regional human rights bodies such as the African Commission on Human and Peoples' Rights.

The Secretariat has a Memorandum of Understanding with the United Nations High Commissioner for Human Rights. Regular meetings are held with various officials from the Office of the High Commissioner, and there is a regular exchange of information.

There are also regular meetings with international non-governmental organisations such as Amnesty International, Human Rights Watch and Association for the Prevention of Torture.

Mainstreaming human rights

The Secretariat has been mainstreaming Commonwealth values and international human rights standards through all its Divisions. In accordance with the Harare Declaration's commitment to "extending the benefits of development within a framework of respect for human rights", the Human Rights Unit has been examining the application of a rights-based approach to the Secretariat's own development programmes.



Towards a fairer global trading system



Globalisation poses daunting challenges for many Commonwealth countries, particularly small states and least developed countries (LDCs). Many suffer limited access to international markets and have 'endowed handicaps' that increase transaction costs and affect competitiveness. The Commonwealth is helping these states to meet such challenges.

As globalisation places a high premium on competitiveness, these economies are clearly disadvantaged. Their prospects are also affected by the lack of responsiveness of the international trading and financial systems to their special needs. To benefit from globalisation, they need to dramatically increase their capacities to produce goods and services that are internationally competitive, and to pursue their trading interests more effectively. The Commonwealth Secretariat aims to provide strong analytical and technical support to enable developing member countries to achieve a higher trajectory of growth and ultimately attain the Millennium Development Goals.

Increased trade opportunities are the most potent means of combating global poverty. The Secretariat's work in the trade policy area focuses on the Doha Development Round; the ACP/EU negotiations on Economic Partnership Agreements; and promoting regional integration and capacity-building at the national and regional levels. These activities are designed to strengthen the capacity of our developing countries (particularly small states and LDCs) to formulate, negotiate and implement trade policy at the national level and to improve co-ordination at the regional level.

The Doha Development Round

Regarding the Doha Round of trade negotiations, the main thrust of activities has been the provision of technical support to a series of regional meetings in Africa, the Caribbean and the Pacific, and on preparations for the fifth World Trade Organisation (WTO) Ministerial Meeting in Cancún, Mexico, in September 2003. Analytical papers prepared for these meetings covered a broad spectrum of issues on the agenda of the Doha Development Round, among them agriculture, trade in services, market access for non-agricultural products,

special and differential treatment, and the so-called Singapore issues (investment, competition, government procurement and trade facilitation). As well as discussing the substantive issues, the regional meetings considered negotiating strategies, and participants highlighted their priorities for Cancún.

Collective strength for negotiations

The Commonwealth has provided technical support to the African, Caribbean and Pacific Group of States (ACP) Secretariat and ACP regions in their negotiations with the European Union on Economic Partnership Agreements (EPAs). The Secretariat co-hosted meetings of experts from the Caribbean Community (CARICOM), the Common Market for Eastern and Southern Africa (COMESA), the Economic Community of West African States



Above:

A Commonwealth expert assists developing member countries in negotiations at the World Trade Organisation in Geneva

Right:

The Secretary-General has argued strongly in favour of reducing agricultural subsidies to benefit developing countries; here, he visits a plantation in Belize

Opposite:

Land-locked Lesotho and other small states must survive in an increasingly competitive global economy



(ECOWAS), the Pacific Islands Forum and the Southern African Development Community (SADC), to facilitate consultations. These meetings also helped to develop regional negotiating positions and strategies in preparation for the next phase of the EPA negotiations with the EU. One outcome of these regional meetings is a consolidated document outlining proposed negotiating positions.

The technical support programme was also designed to enhance the capacity of our members to engage effectively in the Doha and ACP/EU negotiations. This support covers three broad areas: studies and analytical work; consensus-building; and provision of specialist advisers and advice. The Secretariat has also provided technical assistance to the SADC and COMESA regions to harmonise their customs procedures and regulations, in order to facilitate trade and strengthen regional integration in the Eastern and Southern Africa regions.

Capacity-building work

To respond to the ever-increasing burden placed on the negotiating capacity of our

member states the Secretariat, together with l'Agence Intergouvernementale de la Francophonie, designed a major trade capacity-building project that would benefit all ACP member states, known as 'Hub and Spoke'. The European Commission has recently agreed to co-finance the €17 million project over five years, starting in 2004. Designed to strengthen capacity at the regional and national levels for all ACP regions and countries, the project will extend support to formulate, manage, implement and co-ordinate trade policy on WTO and EPA matters. It will cover three broad areas: policy advice; effective co-ordination on WTO and EPA trade policy matters at national and regional levels; and training.

Trade in financial services

A number of Commonwealth jurisdictions developed their financial services sectors as a means of diversifying their economies, a strategy that at the time enjoyed broad private sector and official support. However, the Harmful Tax Competition Initiative of the Organisation for Economic Co-operation and Development (OECD) has had serious

implications for the viability of the financial services sector in a number of these countries, and it quickly became clear that the Secretariat could play an important role promoting dialogue between the OECD and the affected jurisdictions, initiating in the first instance a number of meetings between the OECD and affected Commonwealth jurisdictions. It has provided technical and analytical support to the International Trade and Investment Organisation (ITIO) to strengthen its advocacy, and facilitated a dialogue that has resulted in the establishment of the Global Tax Forum.

In addition, the Secretariat organised a workshop on 'A New Partnership for International Financial Services' in St Lucia in April 2002. It also organised a follow-up workshop for ITIO members in Marlborough House on 1 June 2003 which focused on four themes: effective participation of small states in the international financial arena; recent developments on banking and financial supervision; sustainable financial markets and regional co-operation; and Basel 2 and its implications for the domestic commercial banks.

Investing in development



For Commonwealth countries that lack capacity to produce internationally competitive goods and services or whose capacity to do so is not recognised, the fruits of globalisation stay tantalisingly out of reach. Investment, both domestic and foreign, is what they need, but that is easier said than done. The Commonwealth seeks to promote such investment, as well as debt relief.

'Endowed' handicaps outside a government's control such as a country's smallness, remoteness, being land-locked or environmentally vulnerable, conspire to undermine their competitiveness. The risk involved in investing in these countries may only be marginally greater than in other countries, but may nevertheless be enough to put off investors altogether.

The steady erosion of trade preferences, which compensated for such disadvantages, means innovative ways now have to be identified to use official resources, in a market-friendly manner, to address the risk premium attached to endowed handicaps. The principle of using official funds to pool risk to attract investment to disadvantaged regions is not new, having been widely used in highly industrialised countries to reduce regional disparities. The Commonwealth has undertaken a number of activities to promote private flows to emerging and pre-emerging markets.

Risk sharing in vulnerable economies

The Commonwealth Secretariat commissioned a study on 'Lowering the Threshold: Changing Private Investors' Perceptions by Reducing the Cost and Risk of Investment in Least Developed, Small and Vulnerable Economies' (LTT). It found that much effort by governments, aid donors, international financial institutions and regional development banks has been expended to improve the climate for private investment. However, in spite of these efforts, the reality is that least developed, small and vulnerable economies still face particular problems in attracting such investment. Following the publication of the LTT report, consultations were undertaken with regional development banks, the International Finance Corporation and the European Investment Bank as well as major

Commonwealth donors, including Australia, Canada and the UK. The outcomes were presented at the 2002 Commonwealth Finance Ministers Meeting, which mandated the Secretariat to advance this work.

At its first meeting on 18–20 June 2003 in Washington, DC, the Working Party set up by the Secretariat agreed upon the design of a Small Vulnerable Economies Facility which would reduce the risk-related cost of long-term investment. It proposed to do so through innovative collaboration among international financial institutions, regional development banks and domestic commercial banks. In the first instance, the European Investment Bank and ANZ Bank agreed to begin a process of intensive consultations to launch a South Pacific-wide initiative. The Caribbean Development Bank will seek to take forward the initiative in its region and the Secretariat will work to extend the facility to Africa.

The Commonwealth Private Investment Initiative

Private investment flows to emerging markets are regrettably still concentrated in just a handful of countries, but the Secretariat is keeping up its efforts to catalyse private investment to a wider group of Commonwealth developing countries. The Commonwealth Private Investment Initiative (CPII) launched in 1995 has continued to promote commercial investments in small and medium-sized private projects. While promoting investment into perceived high-risk/high-return enterprises it also seeks to change conventional perceptions of risk. It is an important example of the Commonwealth's ability to stimulate South-South and North-South co-operation and public/private partnerships to promote development among member countries.

Under CPII, four regional funds have been

Above:

Attracting more investment into developing countries was on the agenda at the 2002 Commonwealth Finance Ministers Meeting in London

Opposite:

The Mumbai Stock Exchange, India: the Commonwealth promotes private capital flows to emerging markets

established for Africa, the Caribbean, the Pacific and South Asia. They have raised more than US\$200 million to date from Commonwealth and non-Commonwealth investment agencies and government pension funds. Three of the four are now fully invested and the fourth – for the Caribbean – is pursuing an active investment programme under new management.

Meanwhile the Commonwealth Africa Investment Fund (COMAFIN), set up in 1996, has invested in agro-business and horticulture projects, mobile communications, brewery, real estate, mining and private infrastructure in Ghana, Kenya, Mozambique, South Africa, Uganda, Zambia and Zimbabwe. The Fund is expected to generate 6–8 per cent net returns to investors over its 10-year life.*

The confidence generated by COMAFIN helped to pave the way for a new fund for Africa – the Pan Commonwealth Africa Partners – launched during the 2002 CHOGM. In promoting private flows, it supports a central objective of NEPAD, the New Partnership for Africa's Development. The new fund's investment strategy is to find and support businesses across all industry and service sectors to grow to achieve regional and trans-African scale and it had its first closure in June this year. US\$90 million has been committed by the International Finance Corporation, the Development Bank of Southern Africa and FMO, the Dutch development agency. Active marketing is being undertaken with financial institutions in Commonwealth South and East Asia, Europe and the Middle East. A second generation fund is also planned for the South Asia region, the first having achieved 15 per cent net returns on capital invested.

Debt and the HIPC Initiative

Investors are always influenced by the general well-being of a country, everything from the state of physical infrastructure to such factors as the health and education of its people. The development prospects of the Heavily Indebted Poor Countries (HIPCs) remain constrained by their unsustainable debt burden, which leaves them with little money to improve upon any of the many factors that shape investor confidence.

The Secretariat continues to attach high priority to its analytical work and technical support to assist HIPCs in their advocacy and



debt management. This work has had a higher profile since Commonwealth Finance Ministers called for the establishment of the Commonwealth HIPC Ministerial Forum in September 2000. The Forum meets twice a year just before the Spring and Autumn meetings of the International Monetary Fund and the World Bank, and its outcomes are fed into the IMF and Bank's Joint Implementation Committee. The Forum has met three times, in Malawi, the UK and the United Republic of Tanzania, and is currently chaired by the Minister of Finance of Tanzania.

The HIPC Initiative has generated substantial debt relief, releasing much-needed resources for health and education. However, it has not enabled countries to achieve long-term debt sustainability and the sustained growth needed to attain the Millennium Development Goals. The key elements of the Secretariat's advocacy work are therefore: a collective diplomatic initiative to bring non-participating creditors on board; promoting a flexible approach in topping up to ensure sustainable exit for HIPCs at completion point; addressing non-tariff barriers which inhibit their market access; highlighting the importance of all major multilateral creditors' providing

adequate grant financing to vulnerable HIPCs and of the further untying of bilateral aid; reaffirming the need to address the domestic debt burden and developing effective public expenditure management with the support from donors; and focusing on the need for costing poverty reduction strategy papers, aligning them with the budgetary cycle/macro-economic framework, and providing predictable and harmonised donor support.

The Secretariat co-hosted, with the World Bank, a workshop on the theme 'Long-Term Debt Sustainability in the Context of Achieving the Millennium Development Goals', in Accra, Ghana, in June 2003. The workshop highlighted the need to broaden the approach to debt sustainability, placing greater emphasis on increasing growth and export earnings.

*This and other figures quoted in relation to anticipated returns on investment are from the Progress Report on CPII prepared for the 2003 Commonwealth Finance Ministers Meeting.

Speaking up for small states



Small states are a big story for the Commonwealth, and are integral to the association's identity as a proudly diverse group of nations. More than half the Commonwealth's membership – 32 of 54 member countries – are small states, mostly with populations of less than 1.5 million.

The Commonwealth has a long history of promoting the interests of small states; the last five years have also seen increased international attention paid to these states' concerns by the United Nations and the World Bank, helped greatly by Commonwealth advocacy over the years.

The report of the Commonwealth Secretariat/World Bank Joint Task Force on Small States, *Small States: Meeting the Challenges in the Global Economy* (April 2000), was a landmark document. For the first time, it marked recognition by the wider international community of the specific economic challenges that small states face in today's increasingly global economy. They stand at a crossroads where rapid globalisation could overwhelm many of their economies, unless their special vulnerabilities are taken into account.

Small states are making determined efforts to chart new courses for their societies, devising coherent strategies for integrating their economies with the larger trading blocs and with the new global trading system following the formation of the World Trade Organisation in 1995. They have pursued the conditions needed for sustainable growth, based on sound macroeconomic policies, tuning their domestic economies to be more export-driven, while embracing regional economic integration to obtain economies of scale.

Conventional economic policy does not, however, equip small developing states to deal with the profound changes involved in globalisation; hence the high value they place on the Secretariat's work in facilitating innovative solutions. The Secretariat devotes a large proportion of its capacity-building and technical assistance resources to small states.

A new agenda for Commonwealth work on small states was approved by Heads of Government at their March 2002 meeting in Cooloom, Australia. It provides for assistance to mitigate the damage to small states'

economies following the '9/11' terrorist attacks, on trade issues, and in capacity-building and attracting private investment. It also includes advocacy at the World Summit on Sustainable Development (WSSD), promotion of regional approaches, addressing the impact of global initiatives, and promotion of dialogue on the OECD's Harmful Tax Competition Initiative.

Stronger advocacy

The Secretariat has widened its research on small states to draw greater attention to their special vulnerability in the world trading environment. It completed an important study, 'The Trade Performance of Small States', demonstrating the constraints small states face in trade, and has begun a study on the relationship between business costs and state size, involving a large number of small states. Results so far suggest the need for policy plurality on the part of the international community when dealing with small states issues.

The Secretariat has also been supporting small states that face graduation, with its associated problems, from least developed country (LDC) status. Without appropriate transition arrangements, graduation may jeopardise development, bringing the loss of preferential treatment for trade, aid and financing. Graduation can hinder small states' prospects of benefiting from globalisation and trade liberalisation because of its adverse effects on trade (particularly exports) and public finance (particularly official development assistance). These issues are increasingly important to small vulnerable economies in this era of globalisation and the associated negotiations on trade and regional integration.

During 2001–2003, the Secretariat worked closely with the UN Committee for Development Policy (CDP), charged with the review of graduation policies. Ambassadors of small states at the UN were consulted and

Above:

Small island developing states make up a significant proportion of the Commonwealth's membership

Opposite:

Guyana is one of many Commonwealth small states seeking a greater share in global trade

their concerns included in a Commonwealth submission to the CDP, making the case for giving small states special treatment when considering them for graduation. The CDP in turn raised these concerns with the UN Economic and Social Council.

Monitoring implementation of the Commonwealth Secretariat/World Bank report on small states referred to above has been a major activity during the last two years. The Secretariat collaborated with the Bank in organising a second small states forum in Washington, DC, in September 2002, where discussions focused on the trade constraints they face.

The Small States website, www.commonwealthsmallstates.org, has been improved and now provides a comprehensive source of information on Commonwealth programmes directed at small states.

Small states and the global trading system

During 2001–2003, the Secretariat provided assistance to Commonwealth small states as part of its ongoing mandate to integrate these countries more fully into the multilateral trading system. The main activity centred on the Work Programme on Small Economies in the dedicated session of the WTO Committee on Trade and Development. Specific areas of support included:

- establishment of the Commonwealth Intergovernmental Organisations Trade Expert Group;
- provision of analytical support in drafting various WTO proposals on concerns and interests of small economies;
- commissioning of a study that will result in the establishment of missions for Pacific Islands Forum and Eastern Caribbean states; and
- commissioning of a study on a proposed definition of 'small vulnerable economies' in the WTO.

A major breakthrough was the provisional acceptance of a position espoused by the Commonwealth Intergovernmental Organisations Trade Expert Group that regional organisations should be given regulatory responsibility for certain WTO agreements.

Small states have continued to benefit from the Secretariat's specialist newsletters such as *Trade Hot Topics* and *Doha Development*, read both by government officials and the private sector.

The Secretariat has provided valuable support to small states ambassadors in Geneva in developing key issues for a small

economies workshop programme in the WTO, and facilitated various technical meetings involving both resident and non-resident ambassadors.

Collaboration with other organisations

Direct assistance has been provided to Pacific island countries with regional trade integration, including the development of the Pacific Islands Free Trade Area.

The Commonwealth Fund for Technical Co-operation provided a senior policy adviser within the South Pacific Regional Environment Programme to support Pacific small states in their preparations for the World Summit on Sustainable Development in Johannesburg, South Africa (August/September 2002). The Secretariat advocated the concerns of small member states through a dedicated substantive paper, and the Commonwealth Secretary-General's statement at the Johannesburg Summit emphasised the urgent need to address the concerns of small states and LDCs on sustainable development.

To strengthen capacity of small states intergovernmental organisations (IGOs), the Secretariat has worked closely with the CARICOM Secretariat, the Indian Ocean Commission Secretariat and the Pacific Islands Forum Secretariat in co-ordinating trade policy and negotiations. Assistance has also been provided in preparations for WSSD and for the ongoing review and international meeting on the Barbados Programme of Action on the Sustainable Development of Small Island Developing States (Barbados+10, in close consultation with the Alliance of Small Island States), scheduled to conclude in August 2004.

The Secretariat has facilitated meetings of officials of these IGOs, prepared technical papers and supported in-country preparation of reports for the review. It is also assisting in the development of a coherent negotiating position in the international meeting. For the Pacific island states, the Secretariat's assistance also involves provision of a policy adviser to help co-ordinate required preparations.

Nine small states continue to benefit from the Joint Office for Commonwealth Permanent Missions to the UN. This provides office space and research and administrative support to help enable these small states to ensure effective representation at the UN in New York.



Promoting economic growth and poverty reduction



Globalisation can be a powerful force for greater economic growth, poverty reduction and sustainable development in line with the Millennium Development Goals. The Commonwealth Secretariat's technical assistance programmes help to equip developing member countries with the capacity needed to harness the forces of globalisation, while meeting its corollary challenges.

This is achieved through the Commonwealth Fund for Technical Co-operation, which funds assistance in a range of areas including export and investment promotion; enterprise and agricultural development; financial and private sector development; natural resource management; maritime boundaries; tourism; and debt management.

The Secretariat continues to pursue strategic partnerships with other agencies. Examples include collaboration with EU-ACP joint institutions in export promotion, with the International Trade Centre (UNCTAD/WTO) on standards, and with l'Agence Intergouvernementale de la Francophonie, resulting in a French language version of the Secretariat's groundbreaking debt management software, considerably widening its reach in Africa in particular.

Export and investment promotion

Strong export growth is key to developing countries' efforts to improve their people's living standards. Recent trade-related assistance from the Secretariat to Uganda's Export Development Board helped to develop a comprehensive trade promotion programme for non-traditional exports. Another CFTC-funded initiative identified new opportunities in North America and Europe for Sri Lankan clothing sales. Two workshops on the herbal medicine business in the Pacific and Caribbean regions resulted in increased exports of herbal extracts and greater integration of such treatments into national health care systems.

The Secretariat also plays a leading role in enhancing member countries' capacity to attract domestic and foreign investment. For example, Trinidad and Tobago was promoted as an attractive location for competitive manufacturing and service industries for North America.

A modern and efficient customs

department is a priority in developing trade and investment. A series of training workshops organised jointly by the Secretariat, the World Trade Organisation and the World Customs Organisation, attended by 45 countries, increased their knowledge of the WTO rules for customs valuation.

Tourism continues to be the main foreign exchange earner for many Commonwealth developing countries. Through CFTC intervention, a Tourism Master Plan was developed for Jamaica. A similar exercise was undertaken to develop a regional strategy for the tourism sector for the East African Community. Tour operators from member countries of the Southern African Development Community benefited from a CFTC-funded promotional programme to North America to increase their exposure in that marketplace.

Enterprise and agricultural development

Assistance in enterprise and agricultural development, targeting small and medium-sized enterprises, agro-industries and coastal fisheries, is central to the Commonwealth's poverty reduction programmes. Such assistance has included the development of



Above:

Commonwealth Deputy Secretary-General Winston Cox presented a new Tourism Master Plan for Jamaica to Aloun Ndombet-Assamba, Minister of Industry and Tourism

Right:

A debt management training programme in Samoa

Opposite:

Commonwealth assistance in enterprise and agricultural development has targeted small and medium-sized enterprises

the small-scale paint manufacturing sector in The Gambia, and fostering the growth of new small enterprises within Kenya's Export Processing Zones. Malta and Sierra Leone benefited from projects to enhance the competitiveness of their small-scale manufacturing sectors.

CFTC agro-industrial activities ranged from policy advice to practical pilot projects. Work in Brunei Darussalam developed strategies for increasing agricultural competitiveness. In Uganda, small producers received assistance in marketing organic products. Pilot agro-processing plants have been set up in The Gambia to add value to the produce of women farmers. Such country-level assistance is complemented by training workshops for senior policy-makers on designing competitiveness strategies.

Work in the fisheries sector has focused on resource management and on standards required by export markets. Pacific islands are being assisted in reviewing legislation and enforcement of stock management. Similar work has been initiated in the Caribbean to develop guidelines on sanitary standards for marine produce. In association with the International Trade Centre, the Secretariat has undertaken an assessment of the technical assistance needs of developing countries in the areas of sanitary and phytosanitary systems and technical barriers to trade.

Financial and private sector development

In this area the Commonwealth seeks to facilitate the mobilisation of domestic capital: for example in Maldives and Sierra Leone, by instituting regulatory arrangements for the establishment of stock markets and the development of capital markets; and in Uganda, by creating collective savings and investment schemes. Work to facilitate private sector development included assistance to The Gambia in the preparation of competition policy and law, and a diagnostic review of Ghana's regulatory and institutional barriers to private sector investment.

Natural resource management

Many member governments seek the Commonwealth's advice on their mining and petroleum industries: in developing regulatory and competitive arrangements for attracting investment; with regard to exploration for oil, gas and minerals; and for negotiating investment agreements with international corporations. The Secretariat's advice covers industry trends and best practice in such areas as fiscal terms and

legal and contractual provisions.

Dominica received assistance on how to evaluate an oil company exploration proposal and the regulatory implications of oil operations. For Barbados, a review of investment terms to suit operations in deep offshore waters was undertaken. Both Kenya and Swaziland invited the Commonwealth to help them establish modern regulatory arrangements for mineral exploration and mining, including environmental and social safeguards. The Government of Namibia received support in evaluating plans to commercially develop the Kudu gas resource.

Maritime boundaries

Technical assistance on the delimitation of maritime boundaries is a Commonwealth speciality. This can take the form of advice to a government on negotiations with neighbouring countries; the preparation of technical reports and negotiating briefs; or secondment of an adviser to a national negotiating team. Such assistance also includes advice on various Law of the Sea issues, the construction of maps and charts, and the training of government officials. Grenada, Guyana, Jamaica, Kenya, Mauritius, Samoa and Seychelles have recently benefited from such assistance.

Debt management

The Secretariat's promotion of sound debt management has been crucial in helping heavily indebted poor countries (HIPCs), small states, and other economies most vulnerable in today's volatile economic environment, to meet growth and poverty reduction objectives.

A significant milestone was the release in 2002 of a new version of the Commonwealth Secretariat Debt Recording and Management System (CS-DRMS 2000+) software, to more than 50 countries – both in and outside the Commonwealth. In use since 1985, CS-DRMS allows countries to manage different types of debt flows in an integrated manner and is a valuable tool for both policy-making and improving transparency in economic management.

Demand for capacity-building in various aspects of debt management remained high. The Secretariat completed a series of six regional programmes on debt recording using CS-DRMS 2000+ in collaboration with various countries and institutions. The debt management programme was extended to several new countries including Malta, South Africa and two non-Commonwealth countries, Niger and Guinea, in partnership with l'Agence Intergouvernementale de la Francophonie. Efforts to sensitise debt



managers on the need to consider gender issues in all aspects of debt management continue. CS-DRMS is currently in use by 53 countries of which nine are not Commonwealth members.

The Secretariat's assistance to HIPCs (including Ghana, Malawi, Mozambique and the United Republic of Tanzania) was responsive to the changing nature of their debt problems, with increased emphasis now being placed on domestic, private sector and short-term debt. The publication of *Contingent Liability Management: A Study on India* in 2002 helped sensitise member countries to the importance of monitoring such liabilities.

Adding value to the Secretariat's technical assistance, strategic partnerships with other agencies were further strengthened. One notable outcome was the document *External Debt Statistics: Guide for Compilers and Users*, produced by the International Monetary Fund-led Task Force on Finance Statistics, of which the Secretariat is a member.

Supporting public sector reform



Efficient public services are essential for good governance and development, and the Commonwealth Secretariat provides a range of targeted technical assistance services to support member countries' efforts to reform their public sectors. These technical assistance services offer a combination of continuity and change: they respond to the short-term needs of Commonwealth countries, and sustain the longer term restructuring of their public sectors.

Such restructuring is one of the foundation stones for a competitive economy, democratic governance, the rule of law and human development. The Commonwealth approach to good public administration recognises the full spectrum of the public sector, from the core state-funded civil service to the public goods and services increasingly delivered by the private sector.

More than 70 public sector reform assignments in some 30 countries (involving participants from over 50 countries) have been completed during the reporting period. These activities fall into five groups: public administrative structures for good governance; new public administrative structures and systems; public sector performance management; public-private sector partnership; and e-governance.

Public administrative structures for good governance

In line with the aims declared in the Harare Commonwealth Declaration, the Secretariat continues to work to strengthen oversight institutions, including ombudsman offices, human rights bodies, anti-corruption agencies, the office of the Auditor-General, parliamentary committees and consumer protection instruments. This work includes training, policy advice and institutional development and has benefited more than 230 officials of these institutions.

Activities in this area included workshops on the changing role of the permanent secretary and the minister-permanent secretary relationship, held in Canada and Singapore. The Secretariat supported four regional training programmes for ombudsman offices in Africa, the Caribbean

and the Pacific. Seven pan-Commonwealth study programmes were implemented in New Zealand, South Africa and the UK; and nine national training activities in Africa, the Caribbean and the Pacific.

This work has helped to bring about significant improvements in the performance of these various oversight institutions, which in turn raises public confidence in the democratic process. The Secretariat also initiated new training programmes on strengthening public service integrity, and on helping governments to improve the quality of public services through citizens' empowerment. It has published an updated series of country profiles on public sector reform.

New public administration structures and systems

Increased capacity within the Secretariat enabled the successful launch of the Public Expenditure Management Programme in the Caribbean, in line with the mandate to increase countries' capacities in budget and financial management from the 2002 Commonwealth Finance Ministers Meeting. The programme has begun in Trinidad and Tobago and is due to be extended to Belize and St Lucia. The Secretariat's Senior Executive Programme, delivered by the Commonwealth Association for Public Administration and Management, examined the reform challenges of three African nations: Botswana, Namibia and Nigeria. Each will have in-country programmes funded by the Commonwealth Fund for Technical Co-operation, focusing on the implementation of their reform agenda. In addition, specialists from the Secretariat and

Above:

Participants in a public sector reform programme visit a Maori meeting house in New Zealand

Opposite:

The Commonwealth Secretariat supports training programmes for ombudsman offices



member countries contributed to Nigeria's Public Service Reform Programme. The annual Commonwealth workshop specialising in long-term changes for the civil service, held at Victoria University in New Zealand, attracted more than 40 participants at ministerial and senior official level. A programme to deal with the impact of HIV/AIDS on human resources in the public sector was started in Africa, with follow-on programmes in the Southern Africa region in co-operation with the Southern African Development Community and Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ).

Public sector performance management

This area covers quality as well as performance management to improve the services delivered to the public. Regional policy seminars were organised on integrated performance management systems in the public sector. These have contributed towards significant improvements in the performance of the public sectors of the participating countries. A series of regional workshops on quality and productivity management in the public sector is helping to establish a culture where citizens are treated with the respect afforded to commercial customers; and where the importance of cost-effectiveness

and 'value for money' in public services is fully appreciated. With technical advice from the Secretariat, national productivity centres have been established in Kenya, Malawi and Zambia as the focal points for quality and productivity improvement in the public sector.

Public-private sector partnership

A series of specialist seminars on the restructuring, privatisation and regulation of the electricity and railway industries was organised in Africa, contributing towards the capacity-building of critical infrastructural sectors. In addition, technical advice has been provided to Botswana and Kerala State in India, assisting the process of public enterprise reform and privatisation.

The successful Commonwealth corporate governance programme has been extended to cover 40 countries. It has trained more than 1,500 company directors and trainers, and established self-sufficient institutions for corporate governance in Africa, South Asia, the Caribbean and the Pacific. The Commonwealth Association for Corporate Governance has recently received an award for its work in promoting corporate governance from the International Corporate Governance Network, which represents many of the largest institutional investors and corporations in the world.

E-governance

The Secretariat's Public Sector Informatics Programme has focused on electronic government (e-government) for good governance, under which a National eGovernment Masterplan for Mauritius was prepared, as well as a similar plan for Lesotho's education sector. Both projects defined a roadmap to e-government, delivered a 'bankable' product which the countries concerned should be able to implement through bilateral or multilateral donor partnerships, and developed a toolkit that can be adapted for other countries. The Mauritius project involved a team approach between the Secretariat and the Commonwealth Centre for Electronic Governance. Specialist executive training programmes in e-governance, knowledge management and public sector informatics were organised under the auspices of the Third Country Singapore-Commonwealth and Malta-Commonwealth Programmes. For the SADC region they were undertaken in collaboration with the Centre of Specialisation in Public Administration and Management, GTZ and the Commonwealth Network of Information Technology for Development (COMNET-IT). The Secretariat's recently published e-governance titles have been well received in the Commonwealth and beyond.

Providing expertise and training



The Commonwealth Fund for Technical Co-operation (CFTC) plays an important role in building the capacity and skills of member countries to advance their sustainable development. In this way the CFTC seeks to contribute to the Millennium Development Goals including the reduction by one-half of the proportion of people living in extreme poverty by 2015.

The CFTC bridges the 'skills gap' in two main ways: by placing experts in key public sector posts on assignments that range in length from a few days to two years; and by providing various types of training to public sector employees in strategic areas. The two approaches are complementary, building the capacity of the institutions in which the experts are placed through in-country and external training programmes and on-the-job attachments.

Largely demand-driven, CFTC assistance responds to the Commonwealth's comparative advantages and the priorities of member governments. These currently include public sector reform, trade and export development, agriculture and enterprise development, debt management, delimitation of maritime boundaries and assisting with attracting inward investment, particularly into the mineral and petroleum sectors.

Expertise in the field

More than 300 experts and consultants were fielded to developing member countries over the past two years, in a variety of areas including trade and investment promotion, legal drafting, infrastructure development, health, education, environment and gender equality.

In Cameroon an expert assisted in compiling its common and civil laws, while Dominica, Grenada, St Lucia, Samoa, Tuvalu and Vanuatu received support in the promotion of effective administration of justice and civil litigation. Experts in Solomon Islands assisted in keeping the courts functioning during the conflict and advised the Government on the drafting of a new federal constitution. In Uganda support was provided for law revision.

In Lesotho, Papua New Guinea and Sierra Leone, experts assisted in electoral

management by developing appropriate electoral legislation and governance processes. Support to constituency demarcation and voter registration was provided for Malawi.

Community health care was boosted in Malawi and Seychelles. The Commonwealth Regional Health Secretariat in Arusha, United Republic of Tanzania, benefited from advice on options for regulating allied health professionals in East, Central and Southern Africa. An anaesthetist improved the clinical and surgical services at Vaiola Hospital in Tonga and trained anaesthetists who were posted to outer island hospitals.

Engineers were provided to train graduates and technicians in Dominica in structural design, to advise on drainage and irrigation as well as new town development in Guyana, and on road construction and maintenance in Grenada.

A financial expert assisted the Caribbean Financial Action Task Force to strengthen the regional anti-money laundering infrastructure. An expert assisted with the establishment of the Eastern and Southern Africa Anti-Money Laundering Group Secretariat to serve the region. In Fiji Islands and Cook Islands an expert assisted in setting up systems for investigating and prosecuting the financing of terrorism. Other countries in the Pacific benefited from the services of an expert at the Asia/Pacific Group on Money Laundering.

Four Pacific countries shared the benefits of a regional adviser in debt management, while Samoa was assisted in establishing a regulatory framework for the offshore finance sector and prevention of harmful tax practices.

Experts assisted Nauru, Tonga and Cook Islands in developing small and medium enterprises, to generate employment for women and youth. An expert attached to the

Above:

Some 3,000 public officials of developing countries benefit from Commonwealth training activities each year

Opposite:

Seasoned professionals offer advice to small entrepreneurs through the Commonwealth Service Abroad Programme

Women's Textile Training Centre in Papua New Guinea trained women in garment manufacturing and assisted them in setting up small businesses.

The Pacific Islands Forum Secretariat has benefited from the services of a multilateral trade adviser to assist countries in preparing for the Doha Round of trade talks. Trade advisers are also assisting the Southern African Development Community and Caribbean countries in preparing for the negotiations, and in enhancing national capacities in trade policy formulation and negotiation.

Volunteers for development

In order to enhance its capacity to meet the short-term technical assistance needs of member governments, the CFTC runs the Commonwealth Service Abroad Programme (CSAP), under which professionals offer their services as volunteers.

In 2001–2003, CSAP's projects included assistance to grassroots projects involving large numbers of women and young people in Jamaica and St Lucia, using web-based models of delivery in secondary and tertiary education for out-of-school young adults. Computer systems for credit administration for youth businesses were installed in Barbados to enhance the financial accounting of small businesses. Grenada and St Vincent and the Grenadines benefited from the provision of credit to small entrepreneurs and farmers, resulting in reports of 1,000 job opportunities being created within 18 months. Artisans in Fiji were exposed to contemporary trends in the design and marketing of handicrafts.

Training

More than 6,000 public officials from developing countries have benefited from training activities in 2001–2003. Training has been aimed at enhancing managerial skills and organisational capacities in support of national priorities, including implementing public sector reform agendas and improving the delivery of public services.

The building of strategic partnerships with regional organisations and institutions assisted member countries in advancing their public sector and economic reform agendas. In working with the Economic Community of West African States the focus has been upon gender mainstreaming. The Commonwealth Secretariat arranged executive management training, targeted at senior officials and provided by partner institutions in Africa and the Caribbean. Rural governance and diplomatic training was delivered through the



Pacific Islands Forum Secretariat to senior government officials of the region. Public policy on governance also received attention in the Asia region.

Training in computer-based financial management for small states and for the development of women entrepreneurs was conducted in Bangladesh, Cameroon, Grenada, Kenya, and Trinidad and Tobago. Policy workshops on corporate governance in the private and public sectors were organised for ministers and senior government officials. Directors' training programmes were also conducted in which Fiji, Samoa, Tonga, Tuvalu and Vanuatu participated. A total of 104 individuals benefited from corporate governance policy workshops and directors' training programmes.

Governments benefited from Training Needs Analysis. In Brunei Darussalam, all public service ministries participated in the process and a report was published of their findings.

Regional and pan-Commonwealth centres of excellence conducted short courses targeted at middle and senior level officials and focusing on such areas as public sector executive management, knowledge management, financial and records management, information technology, total quality management, productivity improvement and health management.

Graduate courses were supported in

computer science, international maritime law and international shipping, policy studies and legal drafting, business administration and human resource development. These programmes have helped strengthen the capacities of regional institutions.

Gender mainstreaming remained a priority. Kenya, Mauritius, Seychelles, Tanzania and Uganda hosted projects that empowered women to manage their own businesses as well as to participate in environment management.

Through the Grameen Bank Dialogue Programme, senior policy and decision-makers as well as practitioners from Africa, Asia and the Pacific were exposed to the Grameen model of 'micro-credit lending' in Bangladesh. This has helped in building critical mass for successful replication in other Commonwealth countries. Support has been provided by the Grameen Trust to facilitate some of the projects developed by CFTC-funded scholars.

Learning from the Singapore Economic Development Board model, the foreign direct investment programme has been cascaded to the regions of Africa, Asia and the Pacific, and the initial indications are positive in that investment promotion agencies have networked among themselves and have adopted a more aggressive approach to ensure inward flow of foreign direct investment to their countries.

Gender into the mainstream



The Commonwealth Secretariat's gender programme supports the empowerment of women in the Commonwealth by helping to eliminate discrimination, promoting equal opportunities for women and men, and recognising that gender equality is essential to poverty eradication and sustainable development.

The Secretariat continued to support the work of gender and women's affairs ministries across the Commonwealth. It worked with national women's machineries in advancing women's economic interests; promoting an integrated approach to the elimination of gender-based violence; increasing women's participation in decision-making in both the public and private sectors; and including them in peace processes, peace-building and post-conflict reconstruction.

Poverty eradication

Poverty often affects women disproportionately. For example, women workers from low income households are concentrated mainly in the informal sector. While this forms a large part of the global economy, they are faced with poor working conditions, job insecurity and minimum financial reward. The Secretariat is

collaborating with international partners to identify how women working in the informal sector can move from producing for saturated domestic markets to more profitable regional and global markets, especially high value and growing export markets, which may require diversification into new products or services.

Gender mainstreaming

The Secretariat is a global leader in the field of 'gender mainstreaming', meaning the adoption of systems within which all policy-making and development initiatives routinely include consideration of gender. The Secretariat has published an internationally recognised series of gender mainstreaming manuals dealing with a wide range of sectors and development issues.

A growing number of Commonwealth governments recognise gender mainstreaming as integral to real democracy

Above:

Training workshops are a key component of gender mainstreaming

Right:

The Commonwealth Secretariat works with the Government of Sri Lanka to ensure that gender equality is an integral part of peace-building and post-conflict reconstruction

Opposite:

A prospective candidate for the 2002 Sierra Leone parliamentary elections



because it puts into practice the principles that all citizens are equal, male or female, and that the state exists to serve them equally. The 'gender sensitive' government or organisation constantly asks: Are males and females benefiting equitably from our services? Have we adjusted the input of resources to ensure equality of benefits? Are we enabling both sexes to contribute positively to society? Are both properly represented in positions of power and decision-making?

Gender mainstreaming at the highest levels has potentially the greatest impact, for example in drawing up the national budget. But it can be successfully introduced at many levels. Its value is very clear in post-conflict reconstruction, where long-term stability depends on careful attention being paid to the interests of all groups. For example, the Secretariat is providing technical assistance to the Government of Sierra Leone to ensure its Poverty Reduction Strategy Paper is sensitive to gender.

The Commonwealth Businesswomen's Network, supported by the Secretariat, has acted as a strategic arm of the Commonwealth Business Council since September 2002. The Network recognises the significant contribution of women's businesses, and promotes their involvement in accessing markets and other opportunities. Through a series of pan-Commonwealth and national activities, it provides a vital policy forum and networking opportunities for the private sector, NGOs and governments across the Commonwealth, and advises on trade policy including issues related to the World Trade Organisation.

Gender, budgets and trade

Globalisation and trade liberalisation do not eliminate existing inequalities in access to resources and power between men and women, and may increase them. Trade policy negotiations and decision-making within and outside the WTO have to be gender sensitive if actions to promote the social and economic advancement of women are to be effective.

In 2003, the Secretariat facilitated training workshops in the Pacific region and in Geneva to help governments to mainstream gender into trade policies as an integral part of initiatives to strengthen developing countries' capacities to engage in trade policy negotiations and decision-making. It has continued to support Commonwealth governments in mainstreaming gender into national budgets by providing strategic policy advice and expertise.

Politics and peace

The Secretariat supports countries emerging from violent conflict and promotes women's involvement in decision-making in peace processes, post-conflict reconstruction and peace-building. The February 2002 'West Africa/Sierra Leone Women in Parliament Workshop', one of two organised in Sierra Leone, brought together women parliamentarians from Ghana, Nigeria and around the Commonwealth to build leadership capacity among and support for prospective Sierra Leonean women candidates for the May 2002 national elections. The percentage of women in parliament in Sierra Leone increased from 8 per cent to 15 per cent following these elections, higher than the Commonwealth average.

The signing of a ceasefire agreement between the Government of Sri Lanka and the Liberation Tigers of Tamil Eelam in February 2002 brought hope of ending a devastating 20-year conflict in which some 64,000 people lost their lives and 800,000 have been displaced. The Commonwealth Secretariat is collaborating with the Peace Secretariat within the Office of the Prime Minister and the newly formed Sub-Committee on Gender Issues to ensure that gender equality is an integral part of peace-building and post-conflict reconstruction and resettlement programmes in Sri Lanka, and that women are equitably represented in political decision-making and government at all levels.

Strengthening partnerships for eliminating violence against women

Freedom from violence or the threat of it within and outside the home is every person's right, and gives them scope to engage in productive and income-generating activities and to participate in decision-making in public life.

The 1995 Beijing Platform for Action agreed on a comprehensive set of recommendations to address the issue of gender-based violence. To enable government and non-governmental organisations to recognise and respond effectively to violence against women in its many forms, the Commonwealth Secretariat held a Pacific Regional Workshop on 'Strengthening Partnerships for Eliminating Violence against Women' in February 2003 in Fiji Islands. This was organised jointly with the United Nations Development Fund for Women (UNIFEM), the Pacific Islands Forum Secretariat and the Secretariat for the Pacific Community.



Knowledge-based network

Knowledge and information are central to the advancement of gender equality and to the implementation of the 1995 Commonwealth Plan of Action on Gender and Development and its Update (2000–2005). A Knowledge-Based Network is an integral part of the gender programme: the gender page of the Commonwealth Secretariat website, with over 2 million visits per year, disseminates relevant gender policy briefs, key policy resources, and publications including a database of good practices and country progress reports from member countries and regions across the Commonwealth. The Secretariat's gender 'help desk' provides advice and support to governments, and strategic regional partners such as the Economic Community of West African States in the development of their gender mainstreaming policy frameworks and capacity.

Young people: partners in progress



More than half of the Commonwealth's citizens are under 30 years old. Investing in these young people will be decisive in achieving the Millennium Development Goals. In their 2002 Coolom Declaration, Commonwealth Heads of Government made clear their determination to "address poverty reduction by tapping the skills, knowledge and energy of a highly motivated younger generation." The Commonwealth Secretariat is seeking to implement this mandate.

In many member countries, over 60 per cent of the population is under 30; in some, that figure rises above 70 per cent. Through the Commonwealth Youth Programme (CYP), the Secretariat works to empower young people aged 15–29 to participate in the development and governance of their communities and societies. Its mandates stem from Heads of Government, Ministers of Youth, and Commonwealth youth representatives who participate in CYP governance meetings.

CYP works closely with other Secretariat Divisions in London. It also delivers technical assistance through four Regional Centres in Lusaka, Zambia; Chandigarh, India; Georgetown, Guyana; and Brisbane, Australia, where the South Pacific Centre is temporarily based.

At their May 2003 meeting in Gaborone, Botswana, Commonwealth Youth Ministers adopted the CYP Strategic and Operational Plan for 2003–2006, which sets the CYP's priorities under four broad strategic areas: youth enterprise development, youth networks and governance, youth participation, and youth work education and training. In focusing on these areas, the CYP will highlight relevant youth priorities, particularly the importance of efforts to combat HIV/AIDS.

Youth enterprise development

Young people, especially young women, face difficulties in accessing credit for their businesses. Youth micro-credit with enterprise training is one of the answers. The Commonwealth Youth Credit Initiative (CYCI) continues to demonstrate that young people are 'bankable'. CYP is spreading the CYCI model by brokering funds and offering

training to governments and credit agencies. Replication of the CYCI is under way in nine member countries, and a self-sustaining pilot project in India has benefited more than 500 young people in the past two years, of whom three-quarters are women.

CYP has also expanded its intensive courses in enterprise and retail skills. More than 200 young businesspeople and government and NGO personnel have received assistance, to expand businesses and enhance vocational training schemes. Work in this area has benefited from partnerships with the United Nations Development Programme and The Body Shop (Australia) among others. There is also an enterprise skills component in CYP's training programmes for youth work professionals.

Youth enterprise development is a key part of 'Youth for the Future', the initiative launched at the 2002 CHOGM. Youth for the Future is designed to boost public and private sector support for youth programmes, especially in the areas of technology and skills transfer. The 2003 Commonwealth Youth Ministers Meeting increased CYP's Youth Enterprise Development budget, and it is now CYP's largest area of work.

In Asia, CYP has continued training young people in information and communications technology (ICT), both at its Asia Centre and through partnership with the Indira Gandhi National Open University. An internet-enabled mobile training centre has also begun touring rural areas.

In June 2003, the Africa Centre opened a Technology Empowerment Centre (TEC) consisting of a cyber-café and an ICT training centre. Already offering internet and word processing facilities to young people in the

Above:

Young Commonwealth citizens are pressing for political inclusion to match the responsibilities they carry

Opposite (top):

An African youth representative addresses the opening of the 2003 Commonwealth Youth Ministers Meeting in Botswana

Opposite (bottom):

The CYP's mobile training centre brings the Internet to young people in rural India

Lusaka area, the TEC is developing ICT training programmes for young people across Zambia and the Africa region.

Human resource development

The CYP's tertiary level course, the Diploma in Youth in Development Work, is offered to students in 47 member countries. The Diploma is part of building the profession of youth work and imbuing it with fundamental Commonwealth values. In 13 countries CYP also offers a Certificate in Youth Work. The Diploma and Certificate programmes are offered via distance learning, in partnership with 25 tertiary education institutions around the Commonwealth.

"This Diploma is a dream come true for youth workers here in South Africa. The qualification is important to give weight to the profession," says Kgomo Mabusela, a Diploma graduate.

National youth policy development

CYP's ongoing technical support to Ministries of Youth has greatly strengthened the youth policy agenda in the Commonwealth and beyond. National Youth Policy development strengthens management of the youth sector, and is an opportunity for social dialogue. In Fiji Islands in 2002, the drafting of a policy and National Plan of Action concluded a process which had involved over 5,000 young people in local and national consultations. In the Caribbean, CYP is piloting a database initiative to assist with monitoring the impact of youth policy.

Youth participation

Youth participation is at the heart of all CYP's work. In 2002 Commonwealth youth representatives were instrumental in organising 'CitizenYou', a major conference on citizenship which involved young women and men from 50 member countries. CitizenYou, held in Sunderland, UK, was spearheaded by the Commonwealth Youth Exchange Council. Delegates remain in touch via an e-group, and some are undertaking follow-up activities with government, media and non-governmental organisations.

Heads of National Youth Councils now participate in Commonwealth election observation missions.

Young people and HIV/AIDS

The Ambassadors for Positive Living Programme, which began in Zambia in 1993, enables young women and men who are HIV-positive to engage in peer education and debate on health policy. It is now expanding in India, and the Caribbean pilot project



began in 2003. Chama Musoke, a Young Ambassador from Zambia, addressed CitizenYou. Participants were moved to conclude, "HIV/AIDS is the greatest threat we face".

Youth service awards

The Commonwealth Youth Service Awards recognise excellence in youth-led

development projects. In 2002, 15 regional awards were made. The pan-Commonwealth winners included two projects aimed at youth employment: Kavango Cleaning Service and Pest Control (Namibia) and Mandal Pisciculture (Bangladesh). A third winner, the Sapodilla Multi-Purpose Sports Centre (Guyana), uses cricket, athletics and other sports as tools for community development.



Human development: health and education



In 2002, the Commonwealth Secretariat's Education and Health Sections merged with the Gender Affairs Division to become the Social Transformation Programmes Division. This has helped the Secretariat to refocus its human development programmes on the Millennium Development Goals, as mandated by the 2002 Commonwealth Heads of Government Meeting.

Retention of human resources

The international migration of health workers is having a grave impact on the ability of source countries, most often developing countries, to meet the health needs of their populations. In 2001, Commonwealth Health Ministers requested that the Secretariat develop a Commonwealth code of practice for the international recruitment of health workers. The Code and its Companion Document were accepted for implementation by Ministers of Health at their 2002 and 2003 Pre-World Health Assembly Meetings respectively.

The Commonwealth Code of Practice for the International Recruitment of Health Workers seeks to manage international recruitment in a manner that benefits all parties involved – recruiting countries, the recruits themselves and source countries. The Code presents a set of implementable guidelines and a framework which all Commonwealth countries can adapt to meet their specific needs, and the Companion Document explains and clarifies terms and concepts within the Code.

Similar issues relevant to the mobility of teachers in the Commonwealth were raised by Caribbean Ministers of Education, who met in 2002 and developed the Savannah Accord. This led to the request for a pan-Commonwealth study of the problem and the development of draft guidelines for the international recruitment and retention of teachers across the Commonwealth. This important issue is expected to be examined by Commonwealth Education Ministers at their Conference in October 2003 in Edinburgh, UK, and it is hoped that a working party representing the broad diversity of all Commonwealth countries will be formed to take this issue forward.

Impact of HIV/AIDS

Calls to action on HIV/AIDS have been issued by various Commonwealth ministerial meetings. At their meeting in 1999 Commonwealth Heads of Government declared HIV/AIDS a global emergency, and the 2001 UN General Assembly Special Session on HIV/AIDS set out a clear agenda. Consequently, the Secretariat has been challenged to play a greater role in the fight against HIV/AIDS. It is assisting member states in their effort to achieve the goal of halting and beginning to reverse the spread of HIV/AIDS by 2015.

The Secretariat's Inter-Divisional Steering Committee on HIV/AIDS, under the chairmanship of a Deputy Secretary-General, continues to provide for the co-ordination of a Secretariat-wide agenda to address HIV/AIDS. The Secretariat's overall strategy is to consolidate efforts to reduce the impact of the pandemic on individuals, families, communities, and various sectors of national economies by:

- using the good offices of the Secretary-General for high-level advocacy at meetings and interactions with Heads of Government and international organisations;
- promoting the multi-sectoral approach to HIV/AIDS to strengthen programmes focused on the mobilisation of women, men, young people, persons living with HIV/AIDS (PLWHAs), NGOs and community-based organisations in national HIV/AIDS response programmes; and
- providing technical assistance and support to Commonwealth governments in the area of capacity-building to mitigate the impact of HIV/AIDS on their human resources.

The Secretariat's programmes further assist member states in improving the quality

Above:

HIV/AIDS robbed this child of his parents and is decimating key workers in societies that cannot afford to lose them

Opposite:

Access, inclusion and achievement are at the heart of Commonwealth efforts to improve education

of health care provided to PLWHAs, through improved preventive, curative and supportive care programmes based on the multi-sectoral approach and by providing for the specific health needs of women and young people.

Gender and HIV/AIDS

Gender inequality is a major contributing factor to the spread of HIV/AIDS. The fastest-growing group to be infected with the virus is currently young women aged 15–24; in 2001 it was estimated that 6–11 per cent of young women in this age group worldwide were infected with HIV. In recognition of this, there is an ongoing effort within the Secretariat to systematically assess Commonwealth projects and programmes to ensure that they do not perpetuate existing inequalities, and that the needs and concerns of both women and men are addressed in policies, strategies and programmes at all levels.

In order to institutionalise gender mainstreaming in HIV/AIDS in a sustainable manner, the Secretariat is collaborating with the Atlantic Centre of Excellence for Women's Health to establish an International Institute on Gender Mainstreaming in HIV/AIDS at Dalhousie University in Halifax, Canada. This Institute will provide HIV/AIDS programme managers from resource-poor Commonwealth countries with the knowledge and skills needed to integrate gender awareness into HIV/AIDS policies.

In its health programme implementation, the Secretariat works in collaboration with Para 55, a Commonwealth NGO Group which motivates governments, the private sector, NGOs and other actors in civil society to take more concerted actions across sectors to respond to the HIV/AIDS global emergency.

HIV/AIDS has also continued to impact adversely on education, especially through the death of trained teachers. The Secretariat carried out an appraisal mission to Botswana jointly with the International Labour Organisation, and later commissioned four studies on HIV/AIDS and behaviour change strategies in Malawi, Namibia, Swaziland and Zambia. A synthesis report will support a Risk Management Manual for teachers and learners in Africa.

Education: beyond Halifax

The Halifax Statement on Education issued by Commonwealth Education Ministers in 2000 continues to provide a framework for Secretariat action in collaboration with other Commonwealth bodies: the Commonwealth of Learning (COL), the Association of Commonwealth Universities (ACU), the Commonwealth Foundation and many other



professional associations and NGOs.

To improve access and equity in education, effective national education strategies, policies and sustainable development efforts to strengthen linkages between formal and non-formal education were supported. To promote quality education, the Secretariat organised training programmes to enhance the capacity of member countries to produce good quality resource materials for science and maths teachers. Low-cost tertiary level textbooks in some key development areas were published and sold through campus bookshops in Africa, Asia and the Caribbean.

The Secretariat's head teacher training modules have proved useful as a set of tools for improving management skills of head teachers in all regions of the Commonwealth. In collaboration with COL and the Indira Gandhi National Open University in India, head teacher training modules are being updated and translated into distance learning modules leading to a diploma course for head teachers.

The sharing of best practices under the School Improvement Programmes of small states was promoted through professional exchange between Ministries of Education in small states. Evaluation of the impact of school improvement initiatives emphasised the value of school-based self-assessment as a

critical contribution to overall school development.

The Secretariat maintained its commitment to promoting mobility through the Commonwealth Scholarship and Fellowship Plan and worked with national Ministries of Education and the ACU to advance not only scholarships, but also staff exchanges and multidisciplinary fellowships.

The Secretariat, together with international partners, supported initiatives for peace, conflict and citizenship education in Sierra Leone and Sri Lanka. It also promoted Commonwealth values through citizenship education, bringing together education and civil society groups to determine strategies for curriculum development. Subsequently, the Pan-Commonwealth Virtual Network on Citizenship Education was established to monitor and report on curriculum development, methodology and teacher training. A policy seminar on 'Citizenship, Multiculturalism and Heritage' was organised for Southern Africa.

Gender considerations are built into the design of all human development programmes and activities through policy-making, developing resource materials and by continually underlining the importance of gender equity.

Ensuring integrated sustainable development



Above:
The Iwokrama rainforest

Opposite:
Access to clean drinking water and sanitation were key topics of debate at the World Summit on Sustainable Development

The twin goals of sustainable development and poverty alleviation stand at the heart of the Commonwealth Secretariat's work and the fundamental principles that all members of the Commonwealth hold in common. These goals are best achieved not through a variety of discrete actions in diverse sectors, but rather by finding integrated approaches that produce multiple impacts and benefits across all three pillars of sustainable development – social, economic and environmental.

In 2002 at Coolum, Commonwealth Heads of Government stressed their determination to “work to eliminate poverty, to promote people-centred and sustainable development, and thus progressively to remove the wide disparities in living standards among us and overcome the special challenges facing our small states and less developed members”.

Over the past two years, the Commonwealth has played an active role in three key international negotiations that are setting the development agenda for the next decade by addressing critical concerns on trade, finance and sustainable development: the WTO Doha Ministerial Meeting in Qatar (December 2001); the UN International Conference on Financing for Development in Monterrey, Mexico (March 2002); and the World Summit on Sustainable Development (WSSD) in Johannesburg, South Africa (August/September 2002). The Secretariat facilitated discussions by Commonwealth Environment Ministers (Cartagena, Colombia, February 2002) on priorities for the Summit. At WSSD, Commonwealth concerns were then advocated through official background papers, and by the Commonwealth Secretary-General, who delivered a forward-looking statement on the critical needs of the Commonwealth's poorest and most vulnerable member states for sustainable development. The Commonwealth Fund for Technical Co-operation provided technical assistance to Pacific small states in co-ordinating their preparations for WSSD by placing a senior policy adviser within the South Pacific Regional Environment Programme. This expert also provided some support to the Chair of the Alliance of Small

Island States (AOSIS) in New York.

WSSD achieved the highest-level global commitment to act on sustainable development expressed in the past decade. It established a strong link between poverty eradication and sustainable development and between the three pillars of sustainable development (economic, social and environmental), and developed a stronger regional focus on the implementation of sustainable development. An action-oriented outcome, the Johannesburg Plan of Implementation, was one of the priorities for WSSD that had been highlighted by Commonwealth Environment Ministers in February 2001.

Implementing WSSD

At their 2003 meeting, Commonwealth Environment Ministers highlighted areas where the Commonwealth was well placed to support the efforts of its developing member states in implementing outcomes of the WSSD, including:

- facilitating partnerships announced at WSSD, by mobilising the Commonwealth as a network of networks representing governments, local governments, business, professional and civil society organisations;
- preparing time-bound action plans to operationalise the Johannesburg Plan of Implementation, through technical assistance and the exchange of best practice; and
- addressing concerns related to climate change and biodiversity, concentrated on areas of comparative advantage, where the Commonwealth could add value through strategic gap-filling.

Ministers emphasised the importance of strengthening Commonwealth collaboration with regional institutions, and continuing to integrate all three pillars of sustainable development by working closely with economic, trade and development colleagues in implementing sustainable development.

The Secretariat reviewed its programmes in the light of WSSD outcomes. Where appropriate, priorities identified in the Johannesburg Plan of Implementation will be reflected in the agendas for discussion by Commonwealth Ministers of Foreign Affairs, Women's Affairs, Finance, Law, Health, Environment, and Education. The Multi-Year Programme of Work in follow-up to WSSD, agreed at the 2003 Session of the UN Commission on Sustainable Development, will also inform the Secretariat's planning over the next five years.

A key outcome of WSSD for small island developing states was agreement on a review of, and international meeting in 2004 on, the 1994 Barbados Programme of Action on the Sustainable Development of Small Island Developing States. The Commonwealth is implementing a substantial programme of assistance to member states and regional organisations to support their preparations for this process. Further initial policy support has included a brief on WSSD partnerships, and the preparation of a straightforward guide to the WSSD agreements, to be launched in 2004, to help mobilise all necessary policy sectors and stakeholders in implementation of the WSSD's outcomes.

Iwokrama – Integrating business, conservation and human development

The Iwokrama International Rainforest Programme, first launched under Commonwealth auspices, is designed to help protect tropical rainforests and show best practice in forest management. The 3,600 sq km Iwokrama forest in central Guyana was contributed by the Government and people of Guyana in 1989 as part of an international effort to show how tropical rainforests can be managed in a manner that will lead to lasting ecological, economic and social benefits. The objective is to show how tropical rainforests can be sustainably used and conserved, demonstrate how multiple goods and services can be captured from forests, forge a pathway for private sector and community involvement in using and conserving forests, and finally transfer models of sustainable forest management to other forest users and owners.

So far, the Programme has developed substantial built infrastructure within the Iwokrama forest including a field station, canopy walkway, a ranger station and satellite stations. These facilities are now managed by rangers and other staff who have been trained through its own programmes. Iwokrama has also begun developing incipient businesses with tourism, aquarium fish, crabwood oil, honey, natural products, training, and information.

In February and March 2003, Iwokrama changed from a research based organisation to a dynamic business oriented institute. It has a new board of trustees, management with a strong business perspective, and is implementing performance driven management systems. It reduced the annual operating budget from US\$2 million in 2002 to US\$1 million for the 2003 financial year, and core operational costs are now less than US\$600,000.

During 2003, Iwokrama will develop effective communications systems to allow decentralisation of forest management decision-making, implement management plan recommendations including patrols and monitoring, further develop collaborative decision-making mechanisms and document Iwokrama's lessons learned. From a business perspective, it will focus on developing the linkages with the private sector and local communities for effective business development. Iwokrama will finalise a timber management plan and a forest inventory presently funded by the International Tropical Timber Organisation. The Programme will also finalise agreements with private sector and community partners for the management of tourism concessions within the Iwokrama forest. In order to fund Iwokrama's core costs, it will be pursuing merchandising and contracts for providing training services. Iwokrama will also explore several innovative funding mechanisms including the development of sponsorship programmes and a trust fund.



Science and technology for development



The Commonwealth's work in science and technology has focused on a range of initiatives to support sustainable development and the achievement of the Millennium Development Goals.

During the period under review, the Commonwealth Secretariat's Science and Technology Division, serving as the secretariat of the Commonwealth Science Council (CSC), provided services to the CSC's 37 member countries in the following programme areas:

- biodiversity and genetic resources;
- water and mineral resources;
- knowledge networking;
- chemical research and environmental needs;
- public understanding of science, engineering and technology; and
- the Commonwealth Action Programme for the Digital Divide.

Biodiversity and genetic resources

Biological resources are basic and vital natural capital on which most Commonwealth developing countries depend for their survival, cultural development and socio-economic growth. The CSC's activities under this programme have been mostly in technical capacity-building through training workshops, provision of scientific and technical advice and co-operation, and collaboration through related biodiversity and environmental programmes and organisations.

The CSC has worked in the conservation of biodiversity, bio-prospecting, and marketing and benefit-sharing arrangements for biological resources. It organised a multi-stakeholder consultation meeting on these issues in Limbe, Cameroon. Twenty-eight herbalists, scientists and policy-makers from Cameroon, The Gambia, Ghana and Nigeria identified problems that hinder the generation of income from biodiversity and traditional knowledge in their respective countries. The Association of Commonwealth Traditional Medicine Practitioners for West Africa was established under the Limbe Declaration, with national chapters in these four countries. Subsequently a field trip to India to study its traditional medicine sector was arranged for Ghanaian and Nigerian traditional medicine practitioners, in association with the Council of Scientific and Industrial Research, India.

Water and mineral resources

The sustainable development of water and mineral resources is a high priority for many developing countries. Assisting member countries in building their capacity to develop these important natural resources has been a key focus of CSC work. Following a 2000 workshop organised in collaboration with the Brace Centre for Water Resources Management, Canada, CSC has continued its work on implementing water resources management. It has focused on water scarcity and water poverty, on reducing want and eliminating waste. The CSC and an international group of partners have developed the Water Poverty Index, to help policy-makers and planners to tackle and assess the fundamental link between poverty and lack of access to water.

Knowledge networking

The CSC has played an active role in forming networks to share ideas, information and expertise on various areas of scientific knowledge. The networks that it has built include the Commonwealth Knowledge Network; the Caribbean Biodiversity Capacity-Building Network; the Association of Commonwealth Traditional Medicine Practitioners for West Africa; the Global Knowledge Network on Bio-active Natural Substances; the Caribbean Mangrove Network; and the network on arsenic pollution of groundwater in Bangladesh and West Bengal, India, set up in 1998.

Chemical research and environmental needs

This programme to manage environmental pollution in the Commonwealth has included development of a proposal on arsenic pollution; the establishment of the Commonwealth Sri Lanka Centre for Chemical Residue Analysis; and a workshop on the monitoring and analysis of toxic chemicals and biological toxins in food and water.

Above:

A CSC training workshop on building interactive science exhibits in Botswana

Opposite:

Interactive exhibits encourage children to learn more about science and technology

Public understanding of science, engineering and technology

In partnership with Technquest, a British interactive science centre, the CSC has implemented the CommQuest programme to assist member countries in using informal science education to promote public understanding of science, engineering and technology.

Commonwealth Action Programme for the Digital Divide

The Commonwealth Action Programme for the Digital Divide, with funding from the CFTC, was initiated by the Secretariat, through co-ordination meetings with a wide range of partners. The Secretariat subsequently conducted surveys for the establishment of telecentres in two countries, and participated in the Second Meeting of the Preparatory Committee for the World Summit on the Information Society held in Geneva. The Action Programme has enabled the Secretariat to work with other Commonwealth organisations such as the Commonwealth Telecommunications Organisation, the Commonwealth Business Council, the Commonwealth Broadcasting Association, the Commonwealth of Learning, COMNET-IT and others. It also launched the website on Commonwealth digital opportunities (www.commonwealthdigitalopportunities.com).

Innovation and foresighting

A fair was organised in Polokwane, South Africa, in 2002 on grassroots innovation to promote the transformation of inventive ideas into marketable products for the rural sector. A report on the Commonwealth Innovation Network submitted to the CSC at its 2003 meeting in Johannesburg, South Africa, highlighted the Network's primary goal of promoting innovations at the grassroots. In addition, it underlined the benefits of increasing positive interaction between formal and informal science and between developed and developing country scientific work.

Following a foresighting workshop in Pretoria, South Africa, in June 2002, a training manual to train the trainers and country scoping papers for the African and Caribbean regions have been prepared.

Establishment of regional enabling institutions

The CSC has played a catalytic role in the establishment of regional enabling institutions to assist member countries in



addressing specialist issues. These institutions include the Tata Energy Research Institute, Europe; the Sustainable Trade and Innovation Centre; and the four regional centres of the Small Island Water Information Network in the Caribbean (Jamaica), Indian Ocean (Mauritius), Mediterranean (Cyprus) and South Pacific (Fiji Islands). The CSC established the Earthquake Hazard Centre at the Victoria University in Wellington, New Zealand, as the node of the Commonwealth Network for Earthquake Resistant Construction.

Travel grants and fellowships

Capacity-building schemes have included supporting scientists' and technologists' travel to international conferences. Through its dynamic travel grants and fellowships programme, the CSC has encouraged technology transfer, with Commonwealth scientists spending time in scientific institutions in other member countries. In the reporting period, around 120 travel grants and 10 fellowships were awarded each year. The value of a fellowship is £2,000 and a travel grant up to £1,000.

Renewal plan for CSC

At its meeting in Johannesburg in June 2003, the Commonwealth Science Council mandated its executive committee to develop a renewal plan, in response to recommendations of the Commonwealth Intergovernmental Committee to Review the Mandates of Commonwealth Organisations, for consideration by Heads of Government at their 2003 summit in Abuja, Nigeria. It was anticipated that this renewal plan would be considered first by the Executive Committee of the Commonwealth Secretariat's Board of Governors in September 2003, and thereafter by the CHOGM Committee of the Whole in November 2003.

Raising the Commonwealth's profile



Advancing the Commonwealth's fundamental values and maintaining and enhancing the association's public profile are key areas of responsibility for the Commonwealth Secretariat. These objectives are realised through a range of approaches, in partnership with member governments, the media, non-governmental organisations and other groups.

The Commonwealth's values and public profile are given visibility through: an active programme of media relations activities; promotional efforts targeted to decision-makers, young people and other specific groups; utilising new technologies to broaden the impact of information outreach; and the production of films, books and other publications.

Reaching out to young people

The Report of the High Level Review Group adopted by Commonwealth Heads of Government at their 2002 summit in Coolom, Australia, called upon Commonwealth governments and organisations to "seek appropriate opportunities to promote and publicise the fundamental values and achievements of the modern Commonwealth, to foster greater awareness of the association". The Report said further that "the Commonwealth family needs to do more to highlight the value of the association among young people in education and other target groups".

In response to this mandate, the Secretariat has instituted a Youth Outreach Programme, under which young journalists take up internships as communications and public affairs assistants in the Regional Centres of the Commonwealth Youth Programme. The interns work to raise awareness of the Commonwealth, its values and achievements among young people in the regions, as well as assisting the CYP in its own promotional endeavours.

This collaborative programme is also designed to strengthen two-way communication between the Secretariat's London headquarters and contacts in the four regions of the developing Commonwealth. Interns were placed in the Africa, Asia and Caribbean Centres in 2002–2003, and the programme will be

extended to the Pacific region during 2003–2004.

The Commonwealth and the media

Media interest in the Commonwealth has remained high over the past two years, with attention focused particularly on the Coolom summit in March 2002, the meeting of the Commonwealth Chairpersons Committee on Zimbabwe (the 'Troika') later the same month, and the XVII Commonwealth Games in July/August 2002. The Secretary-General received and responded to many requests for interviews on such topics as the situations in Pakistan and Zimbabwe, the ongoing struggle against terrorism, and the role of the Commonwealth in today's global community.

The 180 press releases issued by the Secretariat during this two-year period dealt with these and a range of other issues including political developments of Commonwealth concern, statements and reports from ministerial meetings and Commonwealth election observer groups, and trade issues. The Secretary-General placed particular emphasis on the urgent need for Europe and the US to increase market access and reduce agricultural subsidies to enable developing countries to trade their way out of poverty.

Media attention is also focused on the Commonwealth by the annual Commonwealth Lecture, organised by the Secretariat, the Commonwealth Foundation and other agencies, and delivered each year by a distinguished international figure. In 2002 the Lecture was delivered by Mary Robinson, then UN High Commissioner for Human Rights, on the theme 'Human Rights in the Shadow of 11 September'. In 2003 Professor Muhammad Yunus, founder of the Grameen Bank in Bangladesh, spoke on 'Halving Poverty by 2015: We Can Actually Make it Happen'.

Above:

The 2002 Commonwealth Games in Manchester, UK, helped raise the Commonwealth's profile internationally

Opposite:

Promoting the Commonwealth's values and work around the world requires proactive media management and close relations with civil society

In 2001–2003, the Secretariat produced three films. *Paths to Prosperity* and *Partners in Development* focus on the work of the Secretariat and the Commonwealth Fund for Technical Co-operation. A third film, *Making a Difference*, deals with the historical background of the modern Commonwealth and the assistance it provides to its members today. Videos of all three films were distributed free of charge to broadcasters in member countries, and are available for sale from the Secretariat. Further such productions are currently being planned.

Using new technologies

Work has continued on improving the official Commonwealth Secretariat website (www.thecommonwealth.org) and consolidating satellite sites of various Secretariat Divisions under the main site. The look and feel of the site were revamped in 2002 and more control added. The new post of Editor, Websites was created and staffed.

The Commonwealth News and Information Service (CNIS) continued to issue weekly e-mail news bulletins on Commonwealth issues and events to subscribers in governments, multilateral agencies, the media, non-governmental organisations and the academic community. Since July 2001 millions of readers have had access to the service via the main website and the e-mail subscriber list has grown from around 700 to more than 2,000. The primary focus of the CNIS bulletins is the work of the Secretariat; however it also covers activities of Commonwealth civil society organisations, responding to the Coolum Declaration's call for "stronger links and better two-way communication and co-ordination between the official and non-governmental Commonwealth".

The printed word

As a knowledge-based organisation, the Secretariat has become a publishing house of repute in its own right. It published some 100 titles over the past two years. These titles cover policy issues, case studies and best practices in areas of Commonwealth expertise, including globalisation and multilateral trade issues, export and enterprise development, education, gender, public service management and reform, human rights and corporate governance.

The Secretariat's books have earned themselves a respected position in the marketplace, with orders received from academic and reference libraries across the Commonwealth and beyond. They are of particular value to government departments,



policy-makers, lecturers, practitioners and NGOs. In partnership with commercial publishers, the Secretariat also produces substantial reference manuals including *The Commonwealth Yearbook* and *The Commonwealth Ministers Reference Book*.

But the Secretariat's publications are not limited to books alone: it also produces a range of brochures, magazines, leaflets and posters providing general information about the Commonwealth, the Secretariat and the work of the association. These are distributed free of charge at Commonwealth meetings and public events such as open days and exhibitions.

Commonwealth shared records dating back 30 years are released each year by the Secretariat. In this review period, records from 1971 and 1972 were placed in the public domain and details of the files posted to the Secretariat website. These covered such Commonwealth milestones as the meetings of the Rhodesia Sanctions Committee, Pakistan's withdrawal from the Commonwealth and Bangladesh's application to join, and the 1971 CHOGM in Singapore, key outcomes of which included the setting up of the Commonwealth Fund for Technical Co-operation and the issuing of the Declaration of Commonwealth Principles.

Commonwealth Day

Commonwealth Day, observed on the second Monday in March each year, continues to provide an occasion for celebrating and learning about the achievements and values of the association. The Secretariat produces a commemorative poster, overseeing distribution of some 250,000 copies around the Commonwealth, mainly to schools.

Parliaments, government ministries and diplomatic missions celebrate Commonwealth Day with speeches, exhibitions and other activities. Special events organised by the CYP's Regional Centres strengthen the focus on youth. Partner NGOs also play a key role, particularly the Royal Commonwealth Society, which programmes activities through its branches in many member countries and assists in identifying the theme each year. In 2002 the theme was 'Celebrating Diversity' and in 2003 it was 'Partners in Development', foreshadowing a major focus of the 2003 CHOGM in Abuja, Nigeria.

Training for media professionals

The Secretariat supports the development of a strong and independent media in member countries as an essential component of a sound democratic society, by providing training in essential media skills. The Commonwealth Media Development Fund is an extra-budgetary resource funded by three member governments: in 2001–2003, Australia, India and the UK between them contributed more than £450,000 to the Fund. Working with a network of partner NGOs and training institutions, the Fund delivered training to some 750 media professionals from more than 40 countries in 2001–2003.

A changing organisation



No organisation can hope to keep up with the fast pace of change of the world today without enthusiastically embracing change within itself. As mandated by CHOGM 2002, on the basis of the recommendations of the High Level Review Group, the Commonwealth Secretariat has implemented a series of governance, structural and organisational changes over the past two years.

Secretariat governance

Heads of Government at their meeting in March 2002 approved streamlined governance arrangements for the Secretariat, which formally came into effect on 1 January 2003. A new Board of Governors, supported by an Executive Committee, was established to replace the Steering Committee of Senior Officials, the Secretariat's Finance Committee and Finance Sub-Committee, and the Commonwealth Fund for Technical Co-operation's Board of Representatives and Committee of Management.

A key feature of the new governance arrangements is enhanced consultation and dialogue between member governments and the Secretariat. This has increased the accountability and transparency of the Secretariat by strengthening governments' direction and oversight of the total resources they contribute to the Secretariat's activities, and enabled them to better assess the Secretariat's progress in implementing the agreed work programme.

Strategic planning and evaluation

A key development during 2001–2003 was the introduction of new arrangements for strategic planning. In the future, the Secretariat's strategic planning will adopt a four-year horizon with two-year operating plans and budgets. The new arrangements have been developed in close consultation with the Executive Committee. In parallel, the Secretariat will move to a results-based management approach. A revised performance-reporting framework is being developed which will assist in managing for results and ensuring forward-planning is in line with the Secretariat's strategic objectives. Staff capacity for adopting results-based management and project management is being improved to strengthen programme design and implementation. These

developments are being supported by extensive programmes for staff training.

Forging partnerships

The new governance structures and consultations with member governments will contribute to stronger strategic planning. Through these processes, the Secretariat will be able to adopt a more holistic and multidisciplinary approach to programme delivery. Partnerships and co-ordination with a range of development partners, including other Commonwealth governmental and civil society institutions and international and regional organisations, are key delivery mechanisms for the Secretariat's work. In line with one of the mandates from the High Level Review, the Secretariat has actively sought to develop more effective strategic partnerships.

The Secretariat has sought to work closely with the United Nations Development Programme on land issues in Zimbabwe; it has collaborated with La Francophonie on trade related issues and the French version of the Commonwealth Secretariat Debt Recording and Management System (CS-DRMS) software. It works closely with CARICOM on addressing Caribbean regional issues such as harmful tax competition and trade; with the European Union and the ACP on general trade issues and negotiations on the Doha Round, as well as representation in Geneva for Eastern Caribbean and Pacific states; and with the Pacific Islands Forum on good governance issues and the establishment of 'hub and spoke' trade advisers throughout the region. The development of gender mainstreaming strategies and policy briefs was undertaken in partnership with the International Labour Organisation.

The Secretary-General held discussions with the President of the European Commission and other senior EU officials in

Above:

A place at the table: civil society groups have regular consultations with the 'official' Commonwealth

Opposite:

Raising the flags in the grounds of Marlborough House, part of a new initiative to make the Secretariat's headquarters more representative of the Commonwealth's diversity

June 2003, which led to an institutionalised arrangement whereby the two will meet once a year. The Secretary-General also held discussions with the Director-General of the World Trade Organisation in Geneva in June 2003.

Robust evaluation

Evaluations of Secretariat programmes are an essential element of its quality assurance processes. They provide an independent assessment of the extent of achievement of strategic goals and objectives. Evaluation studies also throw light on Secretariat management practices and identify improvements required for enhanced accountability and quality.

Since 2002, four evaluations have been completed: two of regional programmes (the Asia-Mediterranean and the West Africa regions) and two thematic evaluation studies (corporate governance and tourism). Projects and activities were found to have been successful, with an increasing proportion of women participants. The assistance remained extremely popular with all governments because of its accessibility, flexibility and speed of delivery.

In addition, three new studies were started: a review of the implementation of evaluation recommendations; a review of the Joint Office for Commonwealth Small States at the UN in New York; and a review of the strategic gap-filling programme. The study into the follow-up of evaluation recommendations will be especially important to learn lessons from programme design and impact which can contribute towards improvements in organisational and programmatic performance management.

Lessons drawn from these studies will be circulated widely within the Secretariat and among member governments, and follow-up action taken.

Organisational change

A number of significant changes in the organisation of the Secretariat were made during the period under review. These included the merger of four CFTC Divisions into two, implementing a recommendation of the 1999 report, *CFTC: A Rethink*. Together with the merger of two Secretariat Divisions and the reduction in the number of Deputy Secretary-General posts from three to two, this restructuring released resources for priority activities such as good offices and human rights. The staff rotation policy is now having a significant impact on turnover, releasing experienced people to contribute to development in their own countries and



enabling the Secretariat to introduce new skills aligned with current programme demands.

The increased staff turnover has also required an increase in efforts to maintain and improve the efficiency and effectiveness of the recruitment process, under the supervision of the Human Resource Planning Committee. The committee was one of the initiatives contained in a new *Human Resource Handbook*, issued in April 2002, which sought to promote a consolidated statement of human resources practice. A review of pay and grading and other terms and conditions of service is under way. The review's terms of reference are essentially designed to produce systems which are consistent with good management practice, fiscal realities and governments' expectations.

Alongside the continuing efforts to improve corporate planning and human resource management, a major project to improve the quality of financial management in the Secretariat is in hand.

During the review period the Secretariat reduced its office buildings from three to two, and completed to budget and schedule a major refurbishment of Quadrant House. The refurbishment includes provision for a Commonwealth Information Centre. The vibrant and varied character of the Commonwealth is now more visible in and around Marlborough House, with images illustrating that diversity to welcome visitors and member countries' flags flying in the garden. A significant effort was made to open Marlborough House to the public on more occasions, and this effort will continue.

Civil society linkages

Considerable efforts have been made over the past year to strengthen partnerships among Commonwealth organisations in order to increase the impact of the Commonwealth's activities. The Coolum Committee (formerly the Co-ordination Committee for

Commonwealth Agencies) comprises the heads of the Commonwealth Foundation, the Commonwealth of Learning and the Commonwealth Secretariat, and the Chairpersons of the Secretariat's Board of Governors and its Executive Committee. The Coolum Committee has met regularly and is an important forum enabling better exchange of information and co-ordination of activities.

Civil society can and does play a vital role in assisting democratic and development processes at all levels, and the Commonwealth encourages greater engagement and partnership between the official and unofficial Commonwealth. New mechanisms for the accreditation of civil society groups to the Commonwealth have been developed, which will facilitate improved partnerships. A series of consultations between the Secretariat, NGOs and other partner agencies has also taken place on key development issues of concern to the Commonwealth. These consultations will be a regular feature of the Secretariat's strategy to better engage with the unofficial Commonwealth.

The Secretariat enhanced its collaboration with the Commonwealth Foundation, including through the organisation of civil society consultations in the run-up to the Commonwealth Finance Ministers Meetings in 2002 and 2003. The Commonwealth Lectures in those years were also organised jointly, with other agencies.

As part of the efforts to develop closer ties between the official Commonwealth, the Commonwealth Foundation and Commonwealth civil society organisations, a civil society liaison officer has been appointed. This post is jointly funded by the Secretariat and the Foundation, and will facilitate the sharing of information, expertise and resources in support of Commonwealth programmes and activities focusing on civil society.



36 St Lucia	159,000
37 St Vincent and the Grenadines	117,000
38 Samoa	176,000
39 Seychelles	84,000
40 Sierra Leone	5,235,000
41 Singapore	4,164,000
42 Solomon Islands	443,000
43 South Africa	43,580,000
44 Sri Lanka	18,968,000
45 Swaziland	1,088,000
46 Tonga	101,000
47 Trinidad and Tobago	1,318,000
48 Tuvalu	12,000
49 Uganda	23,395,000
50 United Kingdom (overseas territories: Anguilla, Bermuda,	58,858,000

British Antarctic Territory, British Indian Ocean Territory, British Virgin Islands, Cayman Islands, Falkland Islands, Gibraltar, Montserrat, Pitcairn, Henderson, Ducie and Oeno Islands, St Helena and St Helena Dependencies [Ascension and Tristan da Cunha], South Georgia and the South Sandwich Islands, and Turks and Caicos Islands)

51 United Republic of Tanzania	35,181,000
52 Vanuatu	206,000
53 Zambia	10,461,000
54 Zimbabwe**	12,967,000

* Pakistan was suspended from the councils of the Commonwealth in October 1999.

** Zimbabwe was suspended from the councils of the Commonwealth in March 2002.

2002 population figures from World Development Indicators database, World Bank, July 2003, except for Nauru and Tuvalu

The Commonwealth and its members

Member Country (Capital)	Status	Head of State (or G-G) ¹	Head of Government
Antigua and Barbuda (St John's)	M	G-G: HE Sir James Carlisle	PM: The Hon Lester B Bird
Australia (Canberra)	M	G-G: HE Major-General (Rtd.) Michael Jeffrey	PM: The Hon John Howard
The Bahamas (Nassau)	M	G-G: HE Dame Ivy Dumont	PM: The Hon Perry Christie
Bangladesh (Dhaka)	R	P: HE Professor Iajuddin Ahmed	PM: The Hon Begum Khaleda Zia
Barbados (Bridgetown)	M	G-G: HE Sir Clifford Husbands	PM: The Rt Hon Owen Arthur
Belize (Belmopan)	M	G-G: HE Sir Colville Norbert Young Sr	PM: The Hon Said Musa
Botswana (Gaborone)	RE	P: HE Mr Festus G Mogae	The President
Brunei Darussalam (Bandar Seri Begawan)	M*	HM Sultan Haji Hassanah Bolkiah	The Sultan
Cameroon (Yaoundé)	RE	P: HE Mr Paul Biya	The President
Canada (Ottawa)	M	G-G: HE Ms Adrienne Clarkson	PM: The Rt Hon Jean Chrétien
Cyprus (Nicosia)	RE	P: HE Mr Tassos Papadopoulos	The President
Dominica (Roseau)	R	P: HE Mr Vernon Shaw	PM: The Hon Pierre Charles
Fiji Islands (Suva)	R	P: HE Ratu Josefa Iloilo	PM: The Hon Laisenia Qarase
The Gambia (Banjul)	RE	P: HE Dr Alhaji Yahya A J J Jammeh	The President
Ghana (Accra)	RE	P: HE Mr John A Kufuor	The President
Grenada (St George's)	M	G-G: HE Sir Charles Daniel Williams	PM: The Hon Dr Keith Mitchell
Guyana (Georgetown)	RE	P: HE Mr Bharrat Jagdeo	The President
India (New Delhi)	R	P: HE Dr A P J Abdul Kalam	PM: The Hon Atal Bihari Vajpayee
Jamaica (Kingston)	M	G-G: HE Sir Howard Felix Cooke	PM: The Rt Hon P J Patterson
Kenya (Nairobi)	RE	P: HE Mr Mwai Kibaki	The President
Kiribati (Tarawa)	RE	P: HE Mr Anote Tong	The President
Lesotho (Maseru)	M*	HM King Letsie III	PM: The Hon Pakalitha Mosisili
Malawi (Lilongwe)	RE	P: HE Dr Bakili Muluzi	The President
Malaysia (Kuala Lumpur)	M*	HM Tuanku Syed Sirajuddin Putra Jamalullail	PM: The Hon Datuk Seri Dr Mahathir Mohar
Maldives (Malé)	RE	P: HE Mr Maumoon Abdul Gayoom	The President
Malta (Valletta)	R	P: HE Professor Guido De Marco	PM: The Hon Dr Edward Fenech-Adami
Mauritius (Port Louis)	R	P: HE Mr Karl Auguste Offmann	PM: The Rt Hon Sir Anerood Jugnauth
Mozambique (Maputo)	RE	P: HE Mr Joaquim Alberto Chissano	The President
Namibia (Windhoek)	RE	P: HE Dr Sam Nujoma	The President
Nauru (Nauru)	RE	P: HE Mr René Harris	The President
New Zealand (Wellington)	M	G-G: HE Dame Silvia Cartwright	PM: The Rt Hon Helen Clark
Nigeria (Abuja)	RE	P: HE Chief Olusegun Obasanjo	The President
Pakistan (Islamabad) ⁵	R	P: HE General Pervez Musharraf	PM: The Hon Mir Zafarullah Khan Jamali
Papua New Guinea (Port Moresby)	M	G-G: HE Sir Silas Atopare	PM: The Rt Hon Sir Michael Somare
St Kitts and Nevis (Basseterre)	M	G-G: HE Sir Cuthbert M Sebastian	PM: The Hon Dr Denzil Douglas
St Lucia (Castries)	M	G-G: HE Dame Pearlette Louisy	PM: The Hon Dr Kenny Anthony
St Vincent and the Grenadines (Kingstown)	M	G-G: HE Sir Frederick Ballantyne	PM: The Hon Dr Ralph Gonsalves
Samoa (Apia)	R	HH Malietoa Tanumafili II	PM: The Hon Tuilaepa Sailele Malielegaoi
Seychelles (Victoria)	RE	P: HE Mr F Albert René	The President
Sierra Leone (Freetown)	RE	P: HE Dr Alhaji Ahmad Tejan Kabbah	The President
Singapore (Singapore)	R	P: HE Mr S R Nathan	PM: The Hon Goh Chok Tong
Solomon Islands (Honiara)	M	G-G: HE Sir John Ini Lapli	PM: The Hon Sir Allan Kemakeza
South Africa (Pretoria)	RE	P: HE Mr Thabo Mbeki	The President
Sri Lanka (Colombo)	RE	P: HE Mrs Chandrika Bandaranaike Kumaratunga	The President
Swaziland (Mbabane)	M*	HM King Mswati III	PM: The Hon Dr Barnabas Dlamini
Tonga (Nuku'alofa)	M*	HM King Taufa'ahau Tupou IV	PM: HRH Prince Ulukalala Lavaka-Ata
Trinidad and Tobago (Port of Spain)	R	P: HE Professor George Maxwell Richards	PM: The Hon Patrick Manning
Tuvalu (Funafuti)	M	G-G: HE Sir Tomasi Puapua	PM: The Hon Saufatu Sopoanga
Uganda (Kampala)	RE	P: HE Mr Yoweri Museveni	The President
United Kingdom (London)	M	HM Queen Elizabeth II	PM: The Rt Hon Tony Blair
United Republic of Tanzania (Dar es Salaam)	RE	P: HE Mr Benjamin William Mkapa	The President
Vanuatu (Port Vila)	R	P: HE Fr. John Bani	PM: The Hon Edward Nipake Natapei
Zambia (Lusaka)	RE	P: HE Mr Levy Patrick Mwanawasa	The President
Zimbabwe (Harare) ⁵	RE	P: HE Mr Robert Mugabe	The President

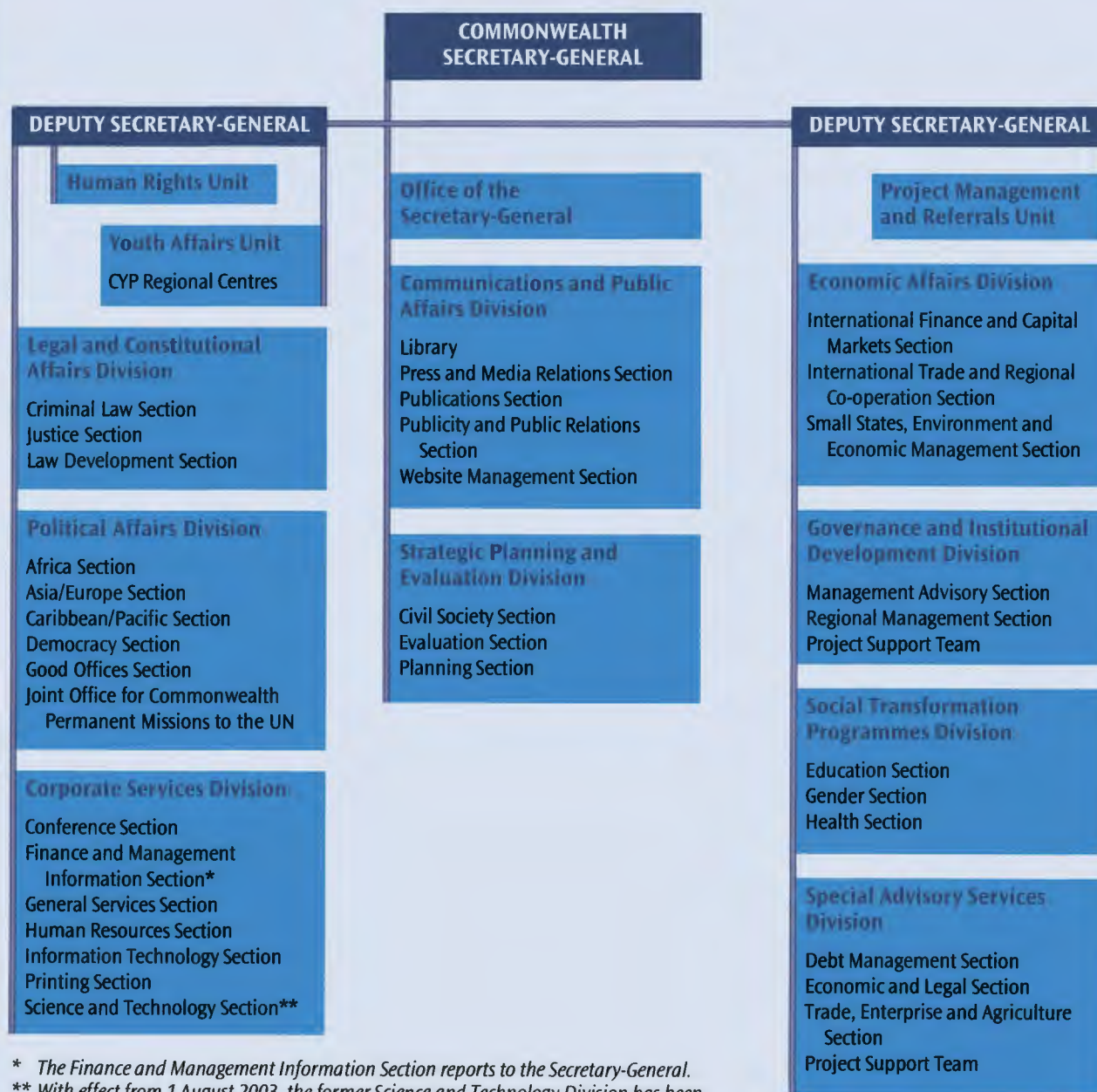
Abbreviations: G-G Governor-General; HE His/Her Excellency; HH, HM, HRH His/Her Highness/Majesty/Royal Highness; M Monarchy under HM Queen Elizabeth II; M* National Monarchy; P President; PM Prime Minister; R Republic; RE Republic with Executive President.

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, normally the second Saturday in June; **4** Statute of Westminster; **5** These countries were suspended from the councils of the Commonwealth. *As at 14 August 2003.*

Legislature	National Day	Date of Joining
House of Representatives	1 Nov	1981
House of Representatives	26 Jan	1931 ⁴
House of Assembly	10 Jul	1973
Parliament	26 Mar	1972
House of Assembly	30 Nov	1966
National Assembly	21 Sep	1981
National Assembly	30 Sep	1966
Legislative Council	23 Feb	1984
National Assembly	20 May	1995
House of Commons	1 Jul	1931 ⁴
House of Representatives	1 Oct	1961
House of Assembly	3 Nov	1978
House of Representatives	10 Oct	1997 ²
National Assembly	18 Feb	1965
Parliament	6 Mar	1957
House of Representatives	7 Feb	1974
National Assembly	23 Feb	1966
Lok Sabha	26 Jan	1947
House of Representatives	6 Aug	1962
National Assembly	12 Dec	1963
House of Assembly	12 Jul	1979
National Assembly	4 Oct	1966
National Assembly	6 Jul	1964
House of Representatives	31 Aug	1957
House of Representatives	26 Jul	1982
House of Representatives	31 Mar	1964
Legislative Assembly	12 Mar	1968
National Assembly	25 Jun	1995
National Assembly	21 Mar	1990
Parliament	31 Jan	1968
House of Representatives	6 Feb	1931 ⁴
National Assembly	1 Oct	1960
National Assembly	23 Mar	1989 ²
Parliament	16 Sep	1975
National Assembly	19 Sep	1983
House of Assembly	22 Feb	1979
House of Assembly	27 Oct	1979
Legislative Assembly	1 Jun	1970
National Assembly	18 Jun	1976
Parliament	27 Apr	1961
Parliament	9 Aug	1965
National Parliament	7 Jul	1978
National Assembly	27 Apr	1994 ²
Parliament	4 Feb	1948
House of Assembly	6 Sep	1968
Legislative Assembly	4 Jun	1970
House of Representatives	31 Aug	1962
House of Assembly	1 Oct	1978
Parliament	9 Oct	1962
House of Commons	12 June ³	
National Assembly	9 Dec	1961
Parliament	30 Jul	1980
National Assembly	24 Oct	1964
House of Assembly	18 Apr	1980

Appendix 2

Secretariat structure and senior staff



* The Finance and Management Information Section reports to the Secretary-General.
 ** With effect from 1 August 2003, the former Science and Technology Division has been merged with the Corporate Services Division. This arrangement will continue until a review of the science and technology work of the Commonwealth Secretariat is completed, by the end of 2003.

Office of the Secretary-General

HE the Rt Hon Donald C McKinnon
 Commonwealth Secretary-General
 New Zealand

Mr Winston Cox
 Deputy Secretary-General
 Barbados

Mrs Florence Mugasha
 Deputy Secretary-General
 Uganda

Mr Amitav Banerji
 Director, Office of the Secretary-General
 India

Ms Michèle Law

Deputy Director
 New Zealand

Communications and Public Affairs Division

Mr Joel Kibazo
 Director
 Uganda

Mr James P Robertson
 Deputy Director
 Australia

Corporate Services Division

Mr Frank Martin
 Director¹
 United Kingdom

Ms Virginia Goodings
 Special Adviser and Head of Human Resources
 Canada

Special Adviser and Head of Finance
 (position vacant)

Mr Sree Vallipuram
 Deputy Director and Head of Information Technology
 Singapore

Mr Anthony Griffith
Deputy Director and Head of Conference
Australia

Economic Affairs Division

Dr Indrajit Coomaraswamy

Director
Sri Lanka

Professor Andreas Antoniou

Deputy Director, International Finance and Capital Markets Section
Cyprus

Dr Roman Grynberg

Deputy Director, International Trade and Regional Co-operation Section
Canada

Dr Eliawony J Kisanga

Deputy Director, Small States, Environment and Economic Management Section
United Republic of Tanzania

Governance and Institutional Development Division

Ms Tendai Bare

*Director*²
Zimbabwe

*Deputy Director, Regional Management Section*³
(position vacant)

Mr Michael Gillibrand

*Special Adviser and Head of Management Advisory Section*⁴
United Kingdom

Mr Peter Frost

Special Adviser (Public Sector Reform)
Australia

Legal and Constitutional Affairs Division

Ms Dianne Stafford

*Director*⁵
Australia

Ms Kimberly Prost

Deputy Director, Criminal Law Section
Canada

Ms Katalaina Sapolu

Deputy Director, Justice Section
Samoa

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*Acting Deputy Director and Head of Education*⁷
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Deputy Director and Head of Gender
Trinidad and Tobago

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Trinidad and Tobago

Special Advisory Services Division

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(position vacant)

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(position vacant)

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Ms Raka Rashid

Regional Director, Asia Centre
Bangladesh

Mr Armstrong Alexis

Regional Director, Caribbean Centre
St Lucia

Mr Jeff Bost

Regional Director, South Pacific Centre
Australia

Senior Secretariat staff as at 30 June 2003

1 Ms Marion Cowden (New Zealand), from 1 July 2003.

2 Dr Victor Ayeni (Nigeria), from 1 October 2003.

3 Ms Taboka Nkhwa (Botswana), from 1 September 2003.

4 Mr Srinivas Sampath (India), from November 2003.

5 Ms Betty Mould-Iddrisu (Ghana), from November 2003.

6 Ms Juliet Solomon (Trinidad and Tobago), from 22 September 2003.

7 Dr Henry Kaluba (Zambia), from 1 July 2003.

8 Mr José Mauret (Mauritius), from 1 July 2003.

9 Mr Makkul Rahim (United Republic of Tanzania), from 1 July 2003.

10 Dr Kathy-Ann Brown (Jamaica), from 1 September 2003.

Appendix 3

Rates of contribution and programme budgets

The Commonwealth Secretariat's activities are supported by four budgets/funds. First there is the assessed budget of the Secretariat itself, contributions to which are made by Commonwealth governments on an agreed scale based on population and national income. The United Nations scales are used as a broad guide. Contributions to the Commonwealth Science Council (CSC) are on a similar basis as the Secretariat. The Commonwealth Fund for Technical Co-operation (CFTC) and Commonwealth Youth Programme (CYP) are financed by voluntary contributions. The Secretary-General is the custodian and Chief Accounting Officer to governments of 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 once a year. The Board elects an Executive Committee to assist its work. The Executive Committee meets on a quarterly basis. On the basis of recommendations of its Executive Committee, the Board approves the Secretariat's strategic plans, work programmes and the assessed budget of the Secretariat as well as the budget of the CFTC. The Board also approves the annual audited accounts of the Secretariat. Until such time as Commonwealth Heads of Government otherwise decide, the Board has delegated its authority in respect of approving the budgets of the CYP and the CSC to their respective governing bodies. The 2003 Abuja CHOGM is expected to take decisions on the governance arrangements of the CYP and the CSC.

The Secretariat's budget was £11,322,840 in 2001/02 and £11,436,070 in 2002/03. CFTC expenditure for 2001/02 was £20,030,000 and the CFTC plan of expenditure for 2002/03 was £22,220,000. The CSC's expenditure in 2001/02 was £803,974 and £912,005 was budgeted for 2002/03. The CYP spent £2,436,089 in 2001/02 and expenditure of £2,308,500 was planned for 2002/03.

Details of contributions and pledges for 2001/02 and 2002/03 are shown in the accompanying Tables 1 and 3. Resource allocations by programme for all funds in 2001/02 and 2002/03 are at Tables 2 and 4.

The Secretariat also receives extra-budgetary contributions from some member countries and in some cases contributions from outside the Commonwealth.

The Trade and Investment Access Facility was established by Heads of Government at Edinburgh in 1997 to help the integration of developing members, especially small states and the least developed, into the emerging global economy and to help them take advantage of its opportunities. Funds have continued to be received for this facility from Australia, Canada, New Zealand and the United Kingdom.

Extra-budgetary contributions are also received to support the Joint Office for Commonwealth Permanent Missions to the United Nations in New York, which helps several small member states to maintain their diplomatic representation at the UN.

Recently, the European Commission has agreed to provide Euro 11 million to the Secretariat, to support a project, in collaboration with l'Agence Intergouvernementale de la Francophonie, that will strengthen the capacity of Commonwealth developing countries to participate in international trade negotiations.

Table 1 – Contributions and pledges to all funds, 2001/2002

	CONTRIBUTIONS TO				PLEDGES TO	
	the Secretariat		CSC		CYP	CFTC
	%	£	%	£	£	£
Antigua and Barbuda	0.34	38,498	–	–	8,004	48,000
Australia	9.69	1,097,182	16.36	158,643	187,332	3,194,339
The Bahamas	0.58	65,672	0.45	4,364	12,620	89,989
Bangladesh	1.01	114,361	1.00	9,697	8,004	84,855
Barbados	0.58	65,672	0.45	4,364	8,004	85,000
Belize	0.34	38,498	–	–	8,004	18,000
Botswana	1.01	114,361	1.00	9,697	9,689	205,000
Brunei Darussalam	1.01	114,361	0.45	4,364	11,200	300,000
Cameroon	1.01	114,361	1.00	9,697	8,004	–
Canada	19.07	2,159,266	–	–	686,377	5,567,645
Cyprus	1.01	114,361	0.45	4,364	8,004	87,000
Dominica	0.34	38,498	–	30	8,004	20,000
Fiji Islands	–	32,836	–	–	–	–
The Gambia	0.34	38,498	–	–	8,004	7,700
Ghana	1.01	114,361	1.00	9,697	16,013	–
Grenada	0.34	38,498	0.45	4,364	8,004	15,000
Guyana	0.58	65,672	0.45	4,364	4,791	52,853
India	3.34	378,182	8.34	80,873	85,972	720,000
Jamaica	1.01	114,361	1.00	9,697	16,013	–
Kenya	1.01	114,361	1.00	9,697	17,213	200,000
Kiribati	0.34	38,498	–	–	2,000	–
Lesotho	0.58	65,672	1.00	9,697	8,004	65,000
Malawi	0.58	65,672	1.00	9,697	8,004	20,000
Malaysia	1.37	155,122	1.00	9,697	24,229	250,000
Maldives	0.34	38,498	–	–	4,000	15,000
Malta	0.58	65,672	0.45	4,364	8,004	76,786
Mauritius	1.01	114,361	1.00	9,697	8,004	100,000
Mozambique	0.58	65,672	–	–	8,004	–
Namibia	0.58	65,672	1.00	9,697	13,243	133,000
Nauru	0.34	38,498	–	–	–	–
New Zealand	2.15	243,440	8.34	80,873	27,507	909,237
Nigeria	1.37	155,122	1.00	9,697	19,661	–
Pakistan*	–	–	–	–	–	–
Papua New Guinea	1.01	114,361	1.00	9,697	16,013	102,300
St Kitts and Nevis	0.34	38,498	–	–	8,004	15,000
St Lucia	0.34	38,498	0.45	4,364	8,004	–
St Vincent and the Grenadines	0.34	38,498	–	–	8,004	20,500
Samoa	0.34	38,498	–	–	183	32,000
Seychelles	0.34	38,498	0.45	4,364	8,004	12,000
Sierra Leone	0.58	65,672	–	–	16,013	–
Singapore	1.37	155,122	–	–	16,013	332,732
Solomon Islands	0.34	38,498	–	–	8,004	–
South Africa	3.90	441,590	8.34	80,873	87,979	–
Sri Lanka	1.01	114,361	1.00	9,697	16,013	45,000
Swaziland	0.58	65,672	0.45	4,364	8,004	–
Tonga	0.34	38,498	–	–	8,004	–
Trinidad and Tobago	1.01	114,361	1.00	9,697	19,626	50,000
Tuvalu	0.34	38,498	–	–	1,000	8,500
Uganda	1.01	114,361	1.00	9,697	16,013	–
United Kingdom	30.00	3,396,852	26.65	258,425	730,670	5,630,436
United Republic of Tanzania	1.01	114,361	1.00	9,697	16,013	–
Vanuatu	0.34	38,498	–	–	8,004	18,000
Zambia	1.01	114,361	1.00	9,697	26,848	–
Zimbabwe**	1.01	114,361	1.00	9,697	16,013	–
Bermuda	–	–	–	–	–	23,935
British Virgin Islands	–	–	–	–	–	29,500
Cayman Islands	–	–	–	–	–	15,400
Cook Islands	–	–	–	–	8,004	–
Gibraltar	–	–	–	–	–	10,000
Montserrat	–	–	–	–	–	3,000
St Helena	–	–	–	–	–	500
Total	100.00	11,355,676	91.53	887,595	2,300,349	18,613,207

For CFTC, in addition to the pledges for 2001/2002 of £18,613,207, retroactive pledges totalling £300,107 were made by Grenada, Kiribati, Mozambique, St Vincent and the Grenadines, Seychelles, Swaziland, Tonga, Anguilla, Montserrat, Niue and Tokelau.

* Pakistan was suspended from the councils of the Commonwealth in October 1999.

** Zimbabwe was suspended from the councils of the Commonwealth in March 2002.

Table 2 – Resource allocations by programme, 2001/2002

Programmes	Secretariat's				
	Total £	Assessed Budget £	CFTC £	CYP £	CSC £
A1 Help in Conflict Situations and Post-Conflict Stabilisation	648,477	648,477	–	–	–
A1 Total	648,477	648,477	0	0	0
A2.1 Consensus-Building, Promotion of Democracy, and Strengthening Democratic Values and Electoral and Parliamentary Processes	1,620,329	1,320,329	300,000	–	–
A2.2 Constitutions, Rule of Law, Combating Commercial Crime and the Promotion of Human Rights	1,530,667	1,048,667	482,000	–	–
A2 Total	3,150,996	2,368,996	782,000	0	0
B3.1 Consensus-Building and Policy Development on Debt, Finance, Trade, and Promotion of Regional Co-operation	1,021,968	927,968	94,000	–	–
B3.2 Advice and Assistance with Debt Management, Natural Resource Development, Financial Sector Development, Privatisation and Investment, and the Delimitation of Maritime Boundaries	2,781,832	80,089	2,701,743	–	–
B3.3 Combating Money Laundering and Corruption in Economic Management	394,075	108,437	285,638	–	–
B3.4 Capacity-Building for Trade, Private Sector Development, the Development of Agriculture and Renewable Resources, Poverty Alleviation, and the Promotion of Commonwealth Business Links	4,423,411	160,177	4,263,234	–	–
B3.5 Public Sector Reform and Public Sector Restructuring	1,737,457	–	1,737,457	–	–
B3.6 Environment	193,177	188,177	5,000	–	–
B3 Total	10,551,920	1,464,848	9,087,072	0	0
B4 Human Development	1,459,707	1,174,707	285,000	–	–
B4 Total	1,459,707	1,174,707	285,000	0	0
B5 Realising the Potential of Young People in Development	2,156,009	31,343	–	2,124,666	–
B5 Total	2,156,009	31,343	0	2,124,666	0
B6 Science and Technology for Development	1,077,570	235,530	95,000	–	747,040
B6 Total	1,077,570	235,530	95,000	0	747,040
B7.1 Training to Enhance Skills for Development	2,868,004	–	2,868,004	–	–
B7.2 Provision of Experts for Development	4,726,218	–	4,726,218	–	–
B7 Total	7,594,222	0	7,594,222	0	0
B8 Addressing the Vulnerability of Small States	405,739	375,739	30,000	–	–
B8 Total	405,739	375,739	30,000	0	0
C9 Gender: Equality of Opportunities	839,050	589,050	250,000	–	–
C9 Total	839,050	589,050	250,000	0	0
D10 Information, Media and Public Relations	1,264,242	936,270	271,032	28,470	28,470
D10 Total	1,264,242	936,270	271,032	28,470	28,470
D11.1 Secretariat Governance and Executive Direction	1,995,164	1,272,174	656,575	37,695	28,720
D11.2 Planning, Evaluation and Regional Co-ordination	611,720	287,454	315,308	4,479	4,479
D11.3 Administrative Services	3,472,969	1,673,252	1,633,791	87,040	78,886
D11 Total	6,079,853	3,232,880	2,605,674	129,214	112,085
Contingency	1,060,000	60,000	1,000,000	–	–
Pensions, etc.	235,000	235,000	–	–	–
Other Income	(30,000)	(30,000)	–	–	–
TOTAL BUDGET	36,492,785	11,322,840	22,000,000	2,282,350	887,595

Table 3 – Contributions and pledges to all funds, 2002/2003

	CONTRIBUTIONS TO				PLEDGES TO	
	the Secretariat		CSC		CYP	CFTC
	%	£	%	£	£	£
Antigua and Barbuda	0.35	40,026	–	–	8,204	–
Australia	9.69	1,108,155	16.36	163,005	190,655	3,634,131
The Bahamas	0.59	67,473	0.45	4,484	12,935	94,000
Bangladesh	1.02	116,648	1.00	9,964	8,204	90,000
Barbados	0.59	67,473	0.45	4,484	8,204	90,000
Belize	0.35	40,026	–	–	8,204	18,000
Botswana	1.02	116,648	1.00	9,964	9,932	205,000
Brunei Darussalam	1.02	116,648	0.45	4,484	10,500	300,000
Cameroon	1.02	116,648	1.00	9,964	7,968	100,000
Canada	19.07	2,180,859	–	–	703,536	4,837,258
Cyprus	1.02	116,648	0.45	4,484	8,204	95,000
Dominica	0.35	40,026	–	32	8,204	–
Fiji Islands	0.59	67,473	–	–	8,204	70,000
The Gambia	0.35	40,026	–	–	8,204	7,700
Ghana	1.02	116,648	1.00	9,964	16,413	125,000
Grenada	0.35	40,026	0.45	4,484	8,204	15,000
Guyana	0.59	67,473	0.45	4,484	8,204	47,571
India	3.34	381,965	8.34	83,097	88,523	720,000
Jamaica	1.02	116,648	1.00	9,964	16,413	110,000
Kenya	1.02	116,648	1.00	9,964	17,643	200,000
Kiribati	0.35	40,026	–	–	2,000	–
Lesotho	0.59	67,473	1.00	9,964	8,204	65,000
Malawi	0.59	67,473	1.00	9,964	8,204	20,000
Malaysia	1.37	156,674	1.00	9,964	24,835	250,000
Maldives	0.35	40,026	–	–	4,000	15,000
Malta	0.59	67,473	0.45	4,484	8,204	92,786
Mauritius	1.02	116,648	1.00	9,964	8,204	110,000
Mozambique	0.59	67,473	–	–	8,204	25,000
Namibia	0.59	67,473	1.00	9,964	13,574	140,000
Nauru	0.35	40,026	–	–	–	–
New Zealand	2.15	245,876	8.34	83,097	29,866	1,017,123
Nigeria	1.37	156,674	1.00	9,964	20,152	300,000
Pakistan*	–	–	–	–	–	–
Papua New Guinea	1.02	116,648	1.00	9,964	16,413	–
St Kitts and Nevis	0.35	40,026	–	–	8,204	15,000
St Lucia	0.35	40,026	0.45	4,484	8,204	22,000
St Vincent and The Grenadines	0.35	40,026	–	–	8,204	20,500
Samoa	0.35	40,026	–	–	8,204	–
Seychelles	0.35	40,026	0.45	4,484	8,204	12,000
Sierra Leone	0.59	67,473	–	–	16,413	–
Singapore	1.37	156,674	–	–	16,413	242,000
Solomon Islands	0.35	40,026	–	–	8,204	–
South Africa	3.90	446,007	8.34	83,097	90,178	200,000
Sri Lanka	1.02	116,648	1.00	9,964	16,413	45,000
Swaziland	0.59	67,473	0.45	4,484	8,204	80,000
Tonga	0.35	40,026	–	–	8,204	–
Trinidad and Tobago	1.02	116,648	1.00	9,964	20,116	50,000
Tuvalu	0.35	40,026	–	–	689	–
Uganda	1.02	116,648	1.00	9,964	16,413	–
United Kingdom	30.00	3,430,821	26.65	265,531	679,336	6,125,444
United Republic of Tanzania	1.02	116,648	1.00	9,964	16,413	100,000
Vanuatu	0.35	40,026	–	–	8,204	18,000
Zambia	1.02	116,648	1.00	9,964	27,519	–
Zimbabwe**	–	–	–	–	–	–
Bermuda	–	–	–	–	–	23,333
Cayman Islands	–	–	–	–	–	15,400
Cook Islands	–	–	–	–	8,204	–
Gibraltar	–	–	–	–	–	15,000
St Helena	–	–	–	–	–	500
Turks and Caicos Islands	–	–	–	–	–	10,000
Total	100.00	11,436,070	90.53	902,051	2,290,361	19,787,746

For CFTC, in addition to their pledges for 2002/2003, Cameroon, Nigeria, South Africa and Swaziland made retroactive pledges totalling £880,000.

* Pakistan was suspended from the councils of the Commonwealth in October 1999.

** Zimbabwe was suspended from the councils of the Commonwealth in March 2002.

Table 4 – Resource allocations by programme, 2002/2003

Programmes	Total £	Secretariat's Assessed Budget £	CFTC £	CYP £	CSC £
1.1 Good Offices for Conflict Prevention and Resolution	770,989	770,989	–	–	–
1.2 Consensus-Building, Strengthening Democracy and Combating Terrorism	1,682,747	1,382,747	300,000	–	–
1.3 Promoting Human Rights	392,193	192,193	200,000	–	–
Total 1	2,845,929	2,345,929	500,000	0	0
2.1 Constitutional Reform, Rule of Law, Strengthening Judicial Processes and Institutions	1,380,173	1,080,173	300,000	–	–
2.2 Civil Service Reform, Decentralisation, Public Sector Restructuring, eGovernance, and Combating Money Laundering and Corruption	3,763,042	116,841	3,646,201	–	–
Total 2	5,143,215	1,197,014	3,946,201	0	0
3.1 Gender Equality and Mainstreaming	849,553	589,553	260,000	–	–
3.2 Youth for the Future	2,219,115	10,000	50,000	2,159,115	–
Total 3	3,068,668	599,553	310,000	2,159,115	0
4.1 Advocacy, Consensus-Building and Responding to Globalisation	7,751,901	1,278,340	6,473,561	–	–
4.2 Human Development	1,349,830	1,064,830	285,000	–	–
4.3 Reducing the Digital Divide and Promoting Innovation, Technology and Science for Sustainable Development	1,221,655	242,690	200,000	–	778,965
4.4 Technical Assistance for Strategic Gap-Filling	6,019,128	–	6,019,128	–	–
Total 4	16,342,514	2,585,860	12,977,689	0	778,965
5 Vulnerability of Small States	419,170	389,170	30,000	–	–
Total 5	419,170	389,170	30,000	0	0
6.1 Communications and Public Affairs	1,254,935	963,259	242,620	24,528	24,528
6.2 Secretariat Governance, Planning and Management	5,774,131	3,028,462	2,512,300	124,857	108,512
Total 6	7,029,066	3,991,721	2,754,920	149,385	133,040
Contingency	1,820,663	119,473	1,701,190	–	–
Pensions, etc.	237,350	237,350	–	–	–
Other Income	(30,000)	(30,000)	–	–	–
TOTAL BUDGET	36,876,575	11,436,070	22,220,000	2,308,500	912,005

Abbreviations

ACP	African, Caribbean and Pacific Group of States
ACU	Association of Commonwealth Universities
AIDS	acquired immuno-deficiency syndrome
AOSIS	Alliance of Small Island States
CARICOM	Caribbean Community
CBC	Commonwealth Business Council
CDP	UN Committee for Development Policy
CFTC	Commonwealth Fund for Technical Co-operation
CMAG	Commonwealth Ministerial Action Group on the Harare Declaration
COL	Commonwealth of Learning
COMAFIN	Commonwealth Africa Investment Fund
COMESA	Common Market for Eastern and Southern Africa
COMNET-IT	Commonwealth Network of Information Technology for Development
CPII	Commonwealth Private Investment Initiative
CSAP	Commonwealth Service Abroad Programme
CSC	Commonwealth Science Council
CS-DRMS	Commonwealth Secretariat Debt Recording and Management System
CYCI	Commonwealth Youth Credit Initiative
CYP	Commonwealth Youth Programme
ECOWAS	Economic Community of West African States
EPA	Economic Partnership Agreement
EU	European Union
G8	Group of Eight
HIPC	Heavily Indebted Poor Country
HIV	human immuno-deficiency virus
HLRG	High Level Review Group
ICT	information and communications technology
IGO	intergovernmental organisation
ITIO	International Trade and Investment Organisation
JCPC	Judicial Committee of the Privy Council
LDC	least developed country
LTT	'Lowering the Threshold: Changing Private Investors' Perceptions by Reducing the Cost and Risk of Investment in Least Developed, Small and Vulnerable Economies'
MDG	Millennium Development Goal
NEPAD	New Partnership for Africa's Development
NGO	non-governmental organisation
OECD	Organisation for Economic Co-operation and Development
PLWHA	person living with HIV/AIDS
PRSP	Poverty Reduction Strategy Paper
RBM	results-based management
RDBs	regional development banks
SADC	Southern African Development Community
TEC	Technology Empowerment Centre (of the CYP's Africa Centre)
UN	United Nations
UNCTAD	United Nations Conference on Trade and Development
UNIFEM	United Nations Development Fund for Women
WSSD	World Summit on Sustainable Development
WTO	World Trade Organisation



Commonwealth Secretariat

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