

**Commonwealth  
Heads of Government  
Meeting**



**The Auckland  
Communiqué  
November 1995**

Commonwealth  
Heads of Government Meeting

The Auckland Communiqué

Auckland, New Zealand  
10-13 November 1995

**Contents**

The Millbrook Commonwealth Action Programme on the Harare Declaration	3
The Auckland Communiqué	9
Report of the Committee of the Whole	21
Ministerial Group on Small States, Report of the Chairperson	33
Heads of Delegation	39

**Published by the Commonwealth Secretariat**

Marlborough House

Pall Mall

London SW1Y 5HX, Britain

Tel: +44 (0)171-839 3411; Fax: +44 (0)171-930 0827

Copyright © Commonwealth Secretariat 1995

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

ISBN 0-85092-457-X

Additional copies may be obtained from:  
The Publications Section  
Commonwealth Secretariat  
Marlborough House, Pall Mall  
London SW1Y 5HX

Typeset by the Commonwealth Secretariat  
Printed by DTP, London NW6 2EW.

# **The Millbrook Commonwealth Action Programme on the Harare Declaration**

1. At Harare in 1991, we pledged to work for the protection and promotion of the fundamental political values of the association, namely democracy, democratic processes and institutions which reflect national circumstances, fundamental human rights, the rule of law and the independence of the judiciary, and just and honest government. We agreed at the same time to work for the promotion of socio-economic development, recognising its high priority for most Commonwealth countries. During our Retreat at Millbrook, we decided to adopt a Commonwealth Action Programme to fulfil more effectively the commitments contained in the Harare Commonwealth Declaration. This Programme is in three parts:

- (i) advancing Commonwealth fundamental political values;
- (ii) promoting sustainable development; and
- (iii) facilitating consensus building.

## **I. ADVANCING COMMONWEALTH FUNDAMENTAL POLITICAL VALUES**

### **A. Measures in Support of Processes and Institutions for the Practice of the Harare Principles**

2. The Secretariat should enhance its capacity to provide advice, training and other forms of technical assistance to governments in promoting the Commonwealth's fundamental political values, including:

- assistance in creating and building the capacity of requisite institutions;
- assistance in constitutional and legal matters, including with selecting models and initiating programmes of democratisation;
- assistance in the electoral field, including the establishment or strength-

ening of independent electoral machinery, civic and voter education, the preparation of Codes of Conduct, and assistance with voter registration;

- observation of elections, including by-elections or local elections where appropriate, at the request of the member governments concerned;
- strengthening the rule of law and promoting the independence of the judiciary through the promotion of exchanges among, and training of, the judiciary;
- support for good government, particularly in the area of public service reform; and
- other activities, in collaboration with the Commonwealth Parliamentary Association and other bodies, to strengthen the democratic culture and effective parliamentary practices.

## **B. Measures in Response to Violations of the Harare Principles**

3. Where a member country is perceived to be clearly in violation of the Harare Commonwealth Declaration, and particularly in the event of an unconstitutional overthrow of a democratically elected government, appropriate steps should be taken to express the collective concern of Commonwealth countries and to encourage the restoration of democracy within a reasonable time frame. These include:

- (i) immediate public expression by the Secretary-General of the Commonwealth's collective disapproval of any such infringement of the Harare principles;
- (ii) early contact by the Secretary-General with the *de facto* government, followed by continued good offices and appropriate technical assistance to facilitate an early restoration of democracy;
- (iii) encouraging bilateral *démarches* by member countries, especially those within the region, both to express disapproval and to support early restoration of democracy;
- (iv) appointment of an envoy or a group of eminent Commonwealth representatives where, following the Secretary-General's contacts with the authorities concerned, such a mission is deemed beneficial in reinforcing the Commonwealth's good offices role;

- (v) stipulation of up to two years as the time frame for the restoration of democracy where the institutions are not in place to permit the holding of elections within, say, a maximum of six months;
- (vi) pending restoration of democracy, exclusion of the government concerned from participation at ministerial-level meetings of the Commonwealth, including CHOGMs;
- (vii) suspension of participation at all Commonwealth meetings and of Commonwealth technical assistance if acceptable progress is not recorded by the government concerned after a period of two years; and
- (viii) consideration of appropriate further bilateral and multilateral measures by all member states (e.g. limitation of government-to-government contacts; people-to-people measures; trade restrictions; and, in exceptional cases, suspension from the association), to reinforce the need for change in the event that the government concerned chooses to leave the Commonwealth and/or persists in violating the principles of the Harare Commonwealth Declaration even after two years.

### **C. Mechanism for Implementation of Measures**

4. We have decided to establish a Commonwealth Ministerial Action Group on the Harare Declaration in order to deal with serious or persistent violations of the principles contained in that Declaration. The Group will be convened by the Secretary-General and will comprise the Foreign Ministers of eight countries\*, supplemented as appropriate by one or two additional ministerial representatives from the region concerned. It will be the Group's task to assess the nature of the infringement and recommend measures for collective Commonwealth action aimed at the speedy restoration of democracy and constitutional rule.

5. The composition, terms of reference and operation of the Group will be reviewed by us every two years.

## **II. PROMOTING SUSTAINABLE DEVELOPMENT**

6. We reaffirmed our view that the Commonwealth should continue to be a source of help in promoting development and literacy and in eradicating poverty, particularly as these bear on women and children. With a view to enhanc-

---

\*It was subsequently announced that the Group would comprise the Foreign Ministers of Britain, Canada, Ghana, Jamaica, Malaysia, New Zealand, South Africa and Zimbabwe.

ing its capacity in this area, we agreed on the following steps:

- (i) to strengthen the Secretariat's capacity for undertaking developmental work through support for its various Funds and especially by restoring the resources of the CFTC to their 1991/92 level in real terms; and to provide adequate resources to the Commonwealth of Learning and to the Commonwealth Foundation;
- (ii) to support a greater flow of investment to developing member countries through such schemes as the Commonwealth Private Investment Initiative;
- (iii) to work for continued progress in assisting countries with unsustainable debt burdens and to promote enhanced multilateral concessional financial flows to developing countries; in particular, to support new and innovative mechanisms for relief on multilateral debt, such as the one proposed by the British Chancellor of the Exchequer at the 1994 Commonwealth Finance Ministers Meeting in Malta, and reiterated subsequently;
- (iv) to support the Secretariat in facilitating the adoption by more Commonwealth countries of successful self-help schemes, with non-governmental agencies and others acting as catalytic agents, for mobilising the energies of people in alleviating poverty;
- (v) to support the efforts of small island developing states to mitigate the effects on their development of environmental change, natural disasters and the changing international trading system; and
- (vi) to combat the spread of HIV/AIDS, which threatens large parts of the younger population of many countries, recognising that the effective exploitation of economic opportunities requires a healthy and educated population; and to provide further resources to renew the core funding of the Southern African Network of AIDS Organisations (SANASO), along with increased funding for UNICEF initiatives in Southern Africa.

### **III. FACILITATING CONSENSUS BUILDING**

7. We were convinced that the Commonwealth, with its global reach and unique experience of consensus building, was in a position to assist the wider international community in building bridges across traditional international di-

vides of opinion on particular issues. We therefore agreed that there was scope for the association to play a greater role in the search for consensus on global issues, through:

- (i) use of their governments' membership of various regional organisations and attendance at other international gatherings to advance consensual positions agreed within the Commonwealth;
- (ii) use, where appropriate, of special missions to advance Commonwealth consensual positions and promote wider consensus on issues of major international concern; and
- (iii) use of formal and informal Commonwealth consultations in the wings of meetings of international institutions with a view to achieving consensus on major concerns.

*12 November 1995*

# The Auckland Communiqué

## Introduction

1. Commonwealth Heads of Government met in Auckland, New Zealand, from 10-13 November 1995. Of the 48 countries which attended the Meeting, 33 were represented by Heads of State or Prime Ministers. The Meeting was chaired by the Prime Minister of New Zealand, the Rt Hon James Bolger.
2. Heads of Government commenced their deliberations with a message of felicitations to Her Majesty Queen Elizabeth II, Head of the Commonwealth.
3. Heads of Government noted with particular pleasure the return of South Africa to the Commonwealth in June 1994 and accorded a special welcome to President Nelson Mandela. They welcomed Cameroon, represented by President Paul Biya, as the Commonwealth's 52nd member.
4. Heads of Government expressed their deep appreciation for the warm welcome and hospitality accorded to them in New Zealand, for the excellent organisational arrangements made for the Meeting and for the outstanding manner in which the Chairman had guided the deliberations.

## Global Review

5. Heads of Government reaffirmed their commitment to the fundamental values set out in their Harare Commonwealth Declaration of 1991. They stressed that democracy, development and respect for human rights and fundamental freedoms were interdependent and mutually reinforcing. They requested the Secretariat to assist member governments to promote greater awareness, education and training in human rights and to continue to support governmental efforts for the promotion of democracy, good governance, sustainable development, alleviation of poverty and respect for human rights and fundamental freedoms, in an integrated and mutually reinforcing manner.

6. Heads of Government reaffirmed that women's rights were human rights and urged member governments to adopt legislation and develop national strategies to promote the advancement of women in accordance with the strategic objectives, actions and priorities adopted by the UN Fourth World Conference on Women, held in Beijing. In particular, they endorsed the Commonwealth Plan of Action on Gender and Development and encouraged governments to implement its recommendations. They also urged ratification and implementation of the human rights covenants and other international human rights instruments, including the Convention on the Elimination of All Forms of Discrimination Against Women and the Declaration on the Elimination of Violence Against Women.

7. Heads of Government reiterated their commitment to pay special attention to the rights and needs of children and to the importance of protecting and promoting their rights and needs. They called on all states to ratify and implement the Convention on the Rights of the Child.

8. Heads of Government expressed satisfaction at the transitions from military or one-party rule to representative forms of government which several member states had successfully achieved in recent years and urged that member countries, the Secretariat, the Commonwealth Parliamentary Association and other relevant Commonwealth organisations should continue to extend all possible support to these countries to consolidate and strengthen democratic processes and institutions.

9. Heads of Government adopted the Millbrook Commonwealth Action Programme on the Harare Declaration.

10. In response to developments in Nigeria which constituted a serious violation of the principles set out in the Harare Commonwealth Declaration, Heads of Government, with the exception of The Gambia, agreed to suspend Nigeria from membership of the Commonwealth pending the return to compliance with the principles of the Harare Declaration. They urged the Nigerian Government to take immediate and concrete steps to adhere to these principles, and offered whatever practical assistance the Government might request in this respect. They called for the release of the 43 prisoners currently being held for involvement in an alleged coup attempt and the release of Chief Abiola. They further decided that if no demonstrable progress was made towards the fulfilment of these conditions within a time frame to be stipulated, Nigeria would be expelled from the association.

11. Heads of Government welcomed the reaffirmation of the programme of

transition to democracy in Sierra Leone and the fact that elections were to be held in the country early in 1996. In this context, they underscored the importance of peace and reconciliation to this process and noted with satisfaction the assistance which the Commonwealth, bilaterally and multilaterally, was providing in this regard.

12. Heads of Government noted the affirmation by the Government of The Gambia of its plan to hold national elections by July 1996 and offered Commonwealth assistance in the implementation of the transition programme drawn up by the Gambian authorities in order to facilitate a successful restoration of democracy.

13. Heads of Government attached special importance to the fact that their Meeting was being held in the 50th anniversary year of the United Nations and recalled that many of them had participated in the Special Commemorative Meeting of the United Nations General Assembly and subscribed to the Declaration adopted by it. They reaffirmed their support for the United Nations as a vital instrument of multilateral co-operation and as the primary forum responsible for the maintenance of peace, respect for human rights and fundamental freedoms, and the promotion of development, equality and justice. While acknowledging the organisation's accomplishments over the first 50 years, they reaffirmed their conviction that only complete commitment to the principles and purposes of the United Nations Charter could ensure the effectiveness of the organisation.

14. Heads of Government agreed that it was essential that the United Nations be reformed and revitalised. They underscored the need to improve the efficiency of the organisation by ensuring a clearer and complementary role for all UN organs, bodies and agencies, reducing duplication and waste and encouraging better management, transparency and accountability. They agreed that work on the revitalisation of the General Assembly and the Economic and Social Council should continue and noted the current examination by the General Assembly of the role of the Trusteeship Council. They welcomed the call in the 50th Anniversary Declaration for reform and expansion of the Security Council and called for further in-depth consideration by member states of the United Nations, in order to resolve the key issues on which important differences remain.

15. Heads of Government considered that the United Nations financial crisis required urgent attention and urged all member states of the United Nations to meet their obligations in full and on time, and without conditions.

16. Heads of Government agreed that the Commonwealth should continue to support and complement the work of the United Nations. The Commonwealth's

strengths were particularly relevant in a world increasingly characterised by intra-state instability and strife stemming from such divisive forces as ethnic and religious intolerance. They commended, in this context, the efforts of the Commonwealth Secretary-General to foster peace and stability in Commonwealth member countries, at the request of governments concerned, through use of good offices and the promotion of sustainable development and fundamental political values. They recognised the Commonwealth's capacity for conflict prevention and resolution and welcomed the recommendations made in the Report of the Intergovernmental Group on the Emergence of a Global Humanitarian Order, entitled *Towards a More Humane World*. They requested the Secretary-General to take follow-up measures as appropriate, in consultation with member governments.

17. Heads of Government noted that changes in international circumstances and changing world opinion had provided an impetus for further practical measures to enhance global stability. They expressed their support for arms control, disarmament and non-proliferation at the global and regional levels.

18. Heads of Government emphasised the importance of the determined pursuit by the nuclear weapon states of systematic and progressive efforts to reduce nuclear weapons globally, with the ultimate goal of eliminating those weapons, and by all states of general and complete disarmament under strict and effective international control. They noted that these were among the commitments reaffirmed by the states party to the Non-Proliferation Treaty, which was extended indefinitely at the 1995 Review and Extension Conference.

19. Heads of Government expressed concern at the threat to security posed by other weapons of mass destruction as well as the build-up of conventional weapons beyond the legitimate requirements of self-defence. They urged ratification of the Chemical Weapons Convention at the earliest possible date to enable it to enter into force without delay. They reiterated their call for the strengthening of the provisions of the Biological Weapons Convention. Heads of Government called for greater attention to be paid to the problem of the indiscriminate use of anti-personnel landmines and encouraged states party to the Inhumane Weapons Convention to work constructively towards reaching agreed controls on these weapons.

20. Heads of Government welcomed the decision by Britain, France and the United States of America to sign the Protocols to the Treaty of Rarotonga establishing the South Pacific Nuclear Free Zone. They also welcomed the adoption by the Organisation of African Unity (OAU) of the Pelindaba Treaty on the establishment of an African Nuclear Weapon Free Zone. They expressed the hope

that the nuclear weapon states would be able to accede to the relevant Protocols to the Treaty to ensure its success. They noted with satisfaction the advances made by member countries of the Association of South East Asian Nations (ASEAN) towards the establishment of a nuclear weapon free zone in South East Asia. They also expressed support for the establishment of other nuclear free zones based upon arrangements freely arrived at by all the states in the region concerned.

21. Heads of Government noted the widespread anger caused by the current programmes of nuclear weapon tests. The overwhelming majority of Heads of Government condemned this continued nuclear testing which was inconsistent with the undertaking given by the nuclear weapon states to exercise utmost restraint so as not to affect the ongoing negotiations for the conclusion of the Comprehensive Test Ban Treaty in 1996. These Heads of Government urged the immediate cessation of such testing.

22. Heads of Government emphasised the urgency of completing the negotiations for a Comprehensive Test Ban Treaty in 1996. They stressed the importance they attached to a treaty banning any nuclear weapon test explosion and any other nuclear explosion. They considered the conclusion of this agreement to be of the highest importance for the international community as a major step towards strengthening the nuclear non-proliferation regime and efforts for global nuclear disarmament, with the ultimate goal of the elimination of nuclear weapons.

23. Recalling their Cyprus Communiqué, Heads of Government once again expressed support for the independence, sovereignty, territorial integrity and unity of the Republic of Cyprus. They urged the Security Council to take resolute action and the necessary measures for the speedy implementation of all United Nations resolutions on Cyprus, in particular Security Council Resolutions 365 (1974), 550 (1984) and 939 (1994). They expressed full support for the proposal by the President of Cyprus for the demilitarisation of Cyprus. They called for the speedy withdrawal of all Turkish forces and settlers from the Republic of Cyprus, the return of the refugees to their homes in conditions of safety, restoration of and respect for the human rights of all Cypriots, and the accounting of all missing persons, and expressed grave concern at the continuing influx of settlers. Expressing deep disappointment at the continued lack of progress in achieving a solution, due to the lack of political will on the Turkish Cypriot side, they reaffirmed support for the United Nations Secretary-General's efforts to find a just and workable solution. In this context they agreed that the Commonwealth Action Group on Cyprus should continue to monitor developments and facilitate the United Nations Secretary-General's efforts as appropriate.

24. Heads of Government reaffirmed their strong support for the security, sovereignty and territorial integrity of Belize, encouraging continued expressions of individual and collective solidarity with Belize. They noted with satisfaction the consultations occurring between Guatemala and Belize with respect to the implementation of confidence building measures, and encouraged both parties to continue and successfully conclude their dialogue. Heads of Government reiterated the request to the Secretary-General to convene the Commonwealth Ministerial Committee on Belize whenever necessary.

25. Heads of Government warmly recalled Hong Kong's long and close links with the Commonwealth, acknowledging the importance of the territory to the economic vitality of the Asia-Pacific region and to world prosperity. They expressed confidence that Hong Kong's success would continue beyond the change of sovereignty in 1997, in accordance with the Sino-British Joint Declaration which provides, *inter alia*, for the rule of law and a high degree of autonomy for Hong Kong. In this context, they hoped to see during the transition intensified Sino-British co-operation in the interests of Hong Kong.

26. Heads of Government strongly condemned the aggression against the Republic of Bosnia-Herzegovina and the commission of ethnic cleansing, mass murder, aggression, rape and other gross violations of human rights and humanitarian law. They expressed the hope that the peace talks currently under way in Dayton, USA, would result in bringing an early end to the sufferings experienced in recent years by the people in the Balkans. They called on all the parties to negotiate the prevention of a return to hostilities, including in Eastern Slavonia in Croatia. They emphasised the need for a just, equitable and comprehensive political settlement for Bosnia-Herzegovina which provides for free, fair and democratic elections and which ensures its sovereignty, independence and territorial integrity and the status of Sarajevo as a single, undivided city under the Government of Bosnia-Herzegovina. They also stressed the importance of international assistance in the reconstruction and rehabilitation of the country and that, pending the settlement of the conflict, the Republic of Bosnia-Herzegovina should have the inherent right of self-defence. The international community should ensure the follow-up to the work of the International War Crimes Tribunal for the former Yugoslavia in The Hague.

27. Heads of Government condemned the tragic assassination of Prime Minister Yitzhak Rabin of Israel. They expressed the hope that this would not adversely affect the peace process in the Middle East, which had their full support.

28. Heads of Government noted the determination of the Mediterranean countries to pursue initiatives and to adopt effective measures to strengthen security

and co-operation in the region, and considered that the Euro-Mediterranean Conference to be held in Barcelona in November 1995 would make a significant contribution in this regard.

29. Heads of Government reaffirmed their strongest condemnation of acts of terrorism in all forms, including the taking of hostages, as aimed at the destruction of human rights, and as one of the most dangerous and pernicious threats which destabilise the political, economic and social order of sovereign states. They reiterated their determination to combat terrorism, whether perpetrated by individuals, groups or states, by every means possible, including the development of a comprehensive legal framework of conventions.

30. Heads of Government were encouraged by the strong performance of much of the world economy in recent years but recognised that this improved performance was not shared by several least developed countries and particularly small states, which are vulnerable to natural disasters and external shocks. They stressed the importance of persisting with sound macro-economic and structural policies to sustain the momentum of growth with social justice.

31. Heads of Government expressed the hope that the expansion of world trade will continue to flow from the full implementation of the Uruguay Round Agreements. They acknowledged the need to take account of the fact that some Commonwealth countries, especially the net food importing countries and those benefiting from preferential access to industrial country markets, face transitional problems in adjusting to the new global trade regime and may need assistance to meet these challenges. Heads of Government emphasised the need to ensure that new forms of protectionism are not introduced in the guise, *inter alia*, of environmental and labour standards.

32. Heads of Government endorsed the conclusions on debt reached by Commonwealth Finance Ministers at their 1995 meeting in Jamaica. In particular, they welcomed the agreement last year on the Naples terms for official bilateral debt and called on Paris Club members to implement them fully. They also called for full implementation of the Trinidad proposals, including 80 per cent relief for the most needy.

33. Heads of Government welcomed the multilateral debt initiative proposed by the British Government at the 1994 Commonwealth Finance Ministers Meeting in Malta and elaborated at the 1995 meeting in Jamaica. In the light of this initiative, they called on the International Monetary Fund and the World Bank to develop constructive proposals for addressing the multilateral debt problem in a comprehensive way, making full use of their available resources to finance

a solution. They recognised that any proposal for financing debt reduction should take account of the need to avoid adverse implications for countries which have continued to service their debt regularly. Heads of Government considered that the Commonwealth could make a significant contribution to the debate on debt, both between debtor and creditor countries and within the international financial institutions themselves. They also recognised the concerns expressed by some heavily indebted lower middle-income countries.

34. Heads of Government expressed concern at the erosion of support in some countries for official development assistance and urged donors to use their best endeavours to secure substantial flows of funds, bearing in mind the special needs of the least developed countries and small island states, and to improve the quality of their assistance. They called for IDA-10 pledges to be honoured in full and for IDA-11 to take account of new claimants and expanded development agenda.

35. Heads of Government endorsed the launching of the Commonwealth Private Investment Initiative (CPII) as a commercial venture to mobilise capital for long-term investments in expanding privatised or privatising companies and in small and medium sized private sector business, initially in Africa. They encouraged interested investment agencies and institutions in Commonwealth countries to invest in CPII. They considered that the Initiative should be extended at the earliest opportunity to other regions within the Commonwealth.

36. Heads of Government supported the need to continue the examination of reform of the international financial institutions and United Nations development agencies to reduce duplication and enhance their coherence, effectiveness and efficiency. Recognising the need for the Commonwealth to contribute to this process, they asked Commonwealth Finance Ministers to review progress at their next meeting.

37. Heads of Government took note of the views of the ministerial-level Commonwealth Consultative Group on the Environment and encouraged Ministers to continue their periodic reviews of Commonwealth co-operation on environmental issues. They agreed that forestry was an area in which the Commonwealth could make a distinctive contribution.

38. Heads of Government welcomed the signature of the agreement between the President of Guyana and the Commonwealth Secretary-General launching the unique Iwokrama Rain Forest Programme in Guyana as the basis of a Commonwealth network for the conservation and development of tropical forests. They looked forward to the early establishment of a donor support group.

39. Heads of Government endorsed the Special Report by Finance Ministers on money laundering and asked Finance Ministers to review progress on the implementation of the Report's recommendations and to report to CHOGM in 1997. They also asked Law Ministers to review progress on the implementation of other measures to combat money laundering, and similarly to report to CHOGM. They noted the nefarious links between drug trafficking, commercial crime and money laundering and agreed that strong political commitment and stringent legislative and administrative measures were required for the problem to be effectively tackled.

### **Small States**

40. Heads of Government welcomed the Report of the Chairperson of the Commonwealth Ministerial Group on Small States, which met on the eve of CHOGM, covering such issues as sustainable development, the implications of adjusting to the new international trading system, and security concerns. They acknowledged the importance of a forum to address the concerns of small states and noted the priorities identified by small states in these areas and the recommendations contained in the Report and called for follow-up action as necessary.

### **Commonwealth Functional Co-operation**

41. Heads of Government considered various aspects of Commonwealth functional co-operation, which they reaffirmed as crucial to conferring the benefits of membership on member states and, in this context, strongly endorsed the attached Report of the Committee of the Whole. They urged that the Secretariat's efforts be intensified to establish priorities in these areas, based on the Commonwealth's comparative advantage.

### **Commonwealth Fund for Technical Co-operation**

42. Heads of Government recognised the important role played by the Commonwealth Fund for Technical Co-operation in supporting the social and economic development of member countries, in the priority areas identified in the Harare Commonwealth Declaration. They recognised the resource constraints facing the CFTC and agreed, within the means of each country, to consider increasing the flow of resources to the Fund.

### **Public Service Reform and Good Government**

43. Heads of Government endorsed the Secretary-General's initiative 'Towards a New Public Administration' aimed at assisting member countries in their ef-

forts to improve the performance of their public services. They also welcomed the establishment of the Commonwealth Good Government Programme by New Zealand, as well as the Commonwealth Local Government Forum, the Commonwealth Association of Public Administration and Management and the Commonwealth Network on Information Technology.

### **Commonwealth Sport**

44. Heads of Government recognised the important role of sport in promoting human resource development. Acknowledging the valuable contribution of the CHOGM Committee on Co-operation through Sport, Heads of Government extended the mandate of the Committee for a further four-year term.

### **Commonwealth Foundation**

45. Heads of Government welcomed the Report of the Commonwealth Foundation and strongly commended the Report of the Second NGO Forum and the document: 'Non-Governmental Organisations: Guidelines for Good Policy and Practice'. They expressed support to the Foundation and urged member governments to take all possible action, including settlement of arrears, to alleviate the difficult financial situation confronting the Foundation.

### **Commonwealth of Learning**

46. Heads of Government welcomed the Report of the Board of Governors of the Commonwealth of Learning (COL) and acknowledged the valuable role played by COL. Expressing concern at the financial crisis facing COL, they urged governments to take all possible steps to provide greater resources to the organisation at the earliest opportunity.

### **Commonwealth Partnership for Technology Management**

47. Heads of Government welcomed the establishment of the Commonwealth Partnership for Technology Management as an innovative joint venture between governments and the private sector and urged both to contribute to it.

### **Membership**

48. Heads of Government requested the Secretary-General to establish an inter-governmental group to examine and advise on the criteria for assessing future applications for membership of the Commonwealth. In the meantime, they decided, as an exceptional case, to accept the application by Mozambique for

membership and therefore to warmly welcome that country as the 53rd member of the association.

### **Venue of 1997 Meeting**

49. Heads of Government accepted with great pleasure the offer of the British Government to host their next Meeting in 1997.

50. Heads of Government thanked the Secretariat for the work it had done since their Cyprus Meeting and, in particular, commended the Secretary-General for the leadership he had continued to provide in the affairs of the Commonwealth.

# Report of the Committee of the Whole

## **Commonwealth Fund for Technical Co-operation (CFTC)**

1. The Committee noted that, within its programme framework and available resources, the Secretariat continues, through the CFTC, to deliver its programme of development assistance to a large number of countries and dependent territories.
2. It noted at the same time that the CFTC continues to experience a decline in its resources in real and nominal terms, and the consequent impact this has had on the amount of technical assistance provided. It supported the role of the CFTC in providing technical assistance in areas where it has a comparative advantage, especially with regard to the needs of small states. The Committee also urged that, by considering increasing contributions within each country's means, the CFTC should be strengthened to allow it to deliver consistently the high quality of assistance which has won the support and recognition of member governments.
3. The Committee noted with satisfaction the successful completion of the review of the 'C' Programmes in the Secretariat's Strategic Plan and that an internal Secretariat working group was overseeing the implementation of the agreed recommendations.
4. The Committee welcomed the launching of the Commonwealth Secretariat Volunteer Scheme (CSVS), designed to utilise the skills of serving and retired Commonwealth experts in various fields on an expenses-paid only basis, thus helping to stretch the Commonwealth's limited resources.

## **Review of Other Economic and Social Programmes**

5. The Committee welcomed the Report on the Review of the Secretariat's Economic and Social Programmes not covered by the 'C' Review, containing a

number of positive and useful recommendations for action by the Secretariat as well as by governments. It endorsed the approach in the Secretary-General's response in respect of the recommendations contained in the Report. It requested the Secretary-General to take early steps to implement the recommendations and report to the Steering Committee of Senior Officials (SCOSO).

## **Southern Africa**

6. The Committee noted the important contribution by the Commonwealth's programme of technical assistance to South Africa in consolidating that country's transition to a non-racial democracy. Consistent with the desire of the South African Government that this assistance should continue for the present, the Committee recommended an extension for a further two years from July 1996 of this programme of assistance.

7. The Committee also noted that Mozambique has continued to receive Commonwealth assistance, using residual funds from the Special Commonwealth Fund for Mozambique, and under the Mozambique-Australia Human Resources Development Programme (MAHRDP), managed by the Secretariat.

## **Debt**

8. The Committee drew the attention of Heads of Government to the discussion on bilateral and multilateral debt at the meetings of Commonwealth Finance Ministers in Malta in 1994 and in Jamaica in 1995. It recommended that Heads of Government endorse the conclusions reached by Finance Ministers in Jamaica. It agreed that the Commonwealth could make a significant contribution to the debate, both between debtor and creditor countries and within the international financial institutions, and requested the Secretariat to continue to provide technical support in this area.

## **Financial Flows**

9. The Committee expressed concern at the erosion of support in some countries for official development assistance and recommended that Heads of Government urge donors to use their best endeavours to secure substantial flows of funds and to improve the quality of their assistance. The Committee specifically recommended that Heads call for IDA-10 pledges to be honoured in full and for IDA-11 to take account of new claimants and an expanded development agenda.

## **Private Investment**

10. The Committee welcomed the endorsement by Commonwealth Finance Ministers of the establishment of the Commonwealth Private Investment Initiative (CPII) as a collaborative venture between the Commonwealth Secretariat and the Commonwealth Development Corporation, which is to manage the project on a commercial basis. This will be a venture aimed at establishing a series of regional funds and other structures, starting with an investment company for Commonwealth Africa. The purpose of the Initiative will be to mobilise capital for long-term investments in expanding privatised or privatising companies and in small and medium sized private sector businesses. The Committee recommended that the Initiative be endorsed by Heads of Government and urged them to encourage interested investment agencies and institutions in Commonwealth countries to invest in the CPII. This would give confidence to private sector investors and help to attract co-investment from the major financial markets. It was recognised that the success of the initiative would depend on the mobilisation of a critical mass of investment capital.

11. The Committee expressed the hope that attention would also be paid to encouraging greater flows of foreign direct investment to an increasing number of Commonwealth countries which have not benefited from such flows so far. It asked the CFTC to provide more technical assistance to developing countries, with a view to enabling them to attract such flows. The Fund should play a bridge-building role between investors and recipients, and encourage monitoring and evaluation of the results of such investments.

## **Trade Policy**

12. The Committee welcomed the activities of the Secretariat in assessing the implications for Commonwealth countries of the Uruguay Round agreements and other changes in the international trading system, and in formulating policies to take advantage of the new trading opportunities thus presented. It encouraged the Secretariat to pursue this work further, paying particular attention to the concerns of small states and to the trading interests of the ACP countries more generally, particularly in the context of the Lomé Convention. It also recognised the importance of promoting private investment to enhance the capabilities of countries to benefit from the new opportunities opened up by the Round. In this context, the Ninth Ministerial Session of the United Nations Conference on Trade and Development (UNCTAD), from 26 April to 11 May 1996, hosted by South Africa, also provides an opportunity for the Secretariat and Commonwealth members to make an input on trade and development issues.

## **Environment**

13. The Committee welcomed the important recommendations made by Commonwealth Environment Ministers for strengthening Commonwealth co-operation in several areas, in particular in the area of forestry. It also noted with satisfaction the momentum gained by the Iwokrama Rainforest Programme and commended its linkage to similar projects in other countries. It urged that Commonwealth governments extend full support to the Iwokrama Programme, particularly after the establishment of the International Centre for Rainforest Conservation and Development and a Donor Support Group. The Committee supported the Secretariat's on-going work in environment and sustainable development and, in that regard, urged it both to take account of regional initiatives and to continue to pay particular attention to the special concerns of small states, including support for the implementation of the Barbados Programme of Action on the sustainable development of small island developing states.

## **Poverty Alleviation**

14. The Committee noted that in many member countries of the Commonwealth poverty remained a seemingly intractable problem, with pressures to reduce public expenditure often bearing heavily on social priority programmes. In this context, it welcomed the initiative undertaken by the Secretariat to act as a catalyst and to help establish practical mechanisms which seek to mobilise the energies of people through programmes such as self-help schemes with non-governmental agencies, rural credit and collateral-free banking and small and medium-scale enterprises.

## **Human Resource Development**

15. The Committee reaffirmed the priority which the Commonwealth attached to human resource development. It noted the action taken to implement the recommendations of the Report of the Working Group on Human Resource Development, *Foundation for the Future*, and the five key strategies identified by the 12th Conference of Commonwealth Education Ministers in November 1994. It urged member governments to pursue actively the implementation of these strategies, in consultation with the Secretariat.

16. The Committee commended the contribution made by the Commonwealth Standing Committee on Student Mobility and Higher Education Co-operation, which had been disbanded after having completed its work.

17. The Committee welcomed the establishment of the Commonwealth Uni-

versities Study Abroad Consortium (CUSAC) as an alternative mechanism to encourage student flows to countries which have in the past largely been senders rather than recipients. It urged that scholarships and grants for short-term study abroad be provided by member governments to promote student mobility.

18. The Committee expressed satisfaction at the progress in awards under the Commonwealth Scholarship and Fellowship Plan (CSFP) and the Protocol on this subject adopted by Education Ministers at Islamabad in November 1994. It recommended that Heads of Government reaffirm their commitment to the CSFP and to the achievement of the target of 2,000 awards by the year 2000, and urged all member countries to participate in the CSFP.

## **Health**

19. The Committee reaffirmed its commitment to implementation of the Plan of Action of the International Conference on Population and Development. The Committee also took stock of progress made in achieving the mid-decade goals of the Plan of Action of the 1990 Summit for Children. While commending the advances made, it expressed concern that performance had remained patchy. With the impending meeting of Commonwealth Health Ministers in Cape Town in December 1995 in mind, it urged increased political commitment to the achievement of the goals for the year 2000. The Committee also recommended the sharing of Commonwealth knowledge and expertise and enhanced regional co-operation in addressing child health and recognised the role that can be played by the institution of the family. The Committee underscored the desirability of achieving full adult literacy and reduction in maternal mortality as soon as possible.

20. The Committee agreed on the importance of strong support by all governments and co-sponsoring organisations for the new Joint UN Programme on HIV/AIDS. The Committee also drew the attention of Heads of Government to the review conducted by Health Ministers of the progress in the development of national, multisectoral AIDS programmes to combat the alarming spread of the pandemic. It recommended that Heads of Government request Health Ministers to continue to monitor such programmes and endorsed the need for accurate data collection; for the establishment of country priorities for prevention and treatment; for the according of high priority to blood safety; and for the promotion of local research and development for treatment and management of HIV/AIDS. As in the Health Department's work generally, the Committee considered that it should focus on playing a catalytic and brokerage role with other more specialised agencies.

## **Commonwealth Studies**

21. The Committee welcomed the initiative by the Commonwealth Secretary-General to establish a Commission on Commonwealth Studies to examine the state of Commonwealth studies in higher education in the Commonwealth and to identify possible practical ways of strengthening them. It took note of the nine recommendations submitted to the Secretary-General by the Commission in its Interim Report and recommended that Heads of Government endorse wider knowledge of the Commonwealth as a key strategy for furthering the Commonwealth's objectives, and that they encourage their authorities responsible for higher education funding and research to promote Commonwealth studies across a broad range of topics as suggested in the Commission's Interim Report.

## **Gender and Development**

22. The Committee welcomed the 1995 Commonwealth Plan of Action on Gender and Development, as a set of strategic objectives, actions and priority areas for Commonwealth co-operation. The Plan focuses on strengthening institutional capacities and national women's machineries, establishing gender management systems, mainstreaming gender issues into all policies, ensuring more equitable sharing of resources, promoting equity of outcomes and monitoring the integration of gender issues into all policies. The Committee noted the wide resonance its presentation to the Fourth World Conference on Women had achieved. It drew the attention of Heads of Government to the recommendation by Commonwealth Ministers of Women's Affairs that the Plan of Action be endorsed at the highest level. It requested member governments and the Secretary-General to make every effort to implement the Plan. It urged all member governments to develop national policies on women and to share information on the development of these policies and mechanisms put in place by member governments.

## **Youth Affairs**

23. The Committee drew the attention of Heads of Government to the message from Commonwealth Ministers Responsible for Youth Affairs addressed to them. It noted the three inter-related strategic directions to strengthen the work of the Commonwealth Youth Programme (CYP) identified by the CYP and endorsed by Commonwealth Youth Ministers. It urged that all Commonwealth governments make a special commitment to youth development, with special emphasis on National Youth Policies as instruments of change, and the strengthening of Ministries and other agencies responsible for youth. It also welcomed the launching of the Commonwealth Youth Credit Initiative (CYCI).

## **Commonwealth Sport**

24. The Committee took note of the Report of the CHOGM Committee on Co-operation through Sport. It endorsed the view expressed in the Report that sport offered an exceptionally suitable means of enabling young people to develop their full potential. Accordingly, the Committee urged developing and developed countries to encourage investment in sport and physical education programmes, including the exchange of technical assistance, and to integrate sport into their planning and policy implementation in sectors such as youth, health, education and the environment, in line with the recommendation of Youth Ministers earlier this year. The Committee recognised the important role of the Commonwealth Games Federation in overseeing the Games and encouraged member countries to provide the Federation with the necessary resources to sustain its core responsibilities. It recommended that member governments and the Secretariat should continue to maintain their supportive activities.

25. The Committee acknowledged the contribution made by the CHOGM Committee on Co-operation through Sport and recommended to Heads of Government that its mandate be extended for a further four-year term. The Committee requested the CHOGM Committee on Co-operation through Sport to undertake a review of its operations to ensure that it remains relevant to members' needs during the period of its extended mandate. Such a review should examine the value of rotating the chairing role to a country which had been awarded the Commonwealth Games.

## **Fundamental Values**

26. The Committee expressed its support for the multi-faceted nature of the Secretariat's activities in the consolidation of democracy and the rule of law, through the provision of constitutional, electoral and legal assistance, the holding of judicial colloquia, administrative law and electoral management workshops, and courses in legislative drafting. It encouraged the Secretariat to intensify its efforts in the area of consolidation of democracy, the rule of law and respect for human rights so that the democratic ethic could take firmer root in all member countries.

## **Public Service Reform**

27. The Committee endorsed the Commonwealth initiative proposed by the Secretary-General on Public Service Reform: 'Towards a New Public Administration', aimed at assisting member countries in their efforts to strengthen the performance of their public services. It noted that the initiative would focus on

the design of overall public service reform strategies, the implementation of the specific components of reform programmes including institutional reforms, and the development of national capacities to sustain reform. It further noted the Secretariat's determination to implement the initiative in collaboration with the Commonwealth Association of Public Administration and Management (CAPAM), the Commonwealth Local Government Forum (CLGF) and the Commonwealth Network on Information Technology (COMNET-IT). It also welcomed the establishment of the CLGF as an important Commonwealth institution for strengthening action among Commonwealth member states on local government structures.

### **Drug Trafficking**

28. The Committee noted with satisfaction the increase in the number of Commonwealth member countries which have become states party to the 1988 United Nations Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances and the action taken by the Secretariat to enhance national capacity.

### **Money Laundering**

29. The Committee noted that, in accordance with the mandate from Heads of Government at Cyprus, the question of combating money laundering had been addressed by both Law Ministers and Finance Ministers.

30. The Committee welcomed the measures agreed by Law Ministers, including the determination to penalise the laundering of the proceeds of all serious crimes, making the offence extraditable and its proceeds liable to confiscation, facilitating disclosure of relevant information by financial institutions and promoting international co-operation in this important field.

31. The Committee also welcomed the consideration the subjects had received from Finance Ministers and drew the attention of Heads of Government to the Special Report submitted by them. It recommended that Heads of Government endorse the approach outlined by the Ministers, including action in the financial sector to create and strengthen effective mechanisms for supervision, improve public awareness, instill a broadly based "compliance culture", and promote international co-operation and mutual assistance in all areas relating to money laundering. It also expressed the conviction that a common legislative approach to the problem would facilitate international co-operation and invited member states to draw benefit from the Draft Model Law for the Prohibition of Money Laundering developed by the Secretariat. The Committee considered that successful Commonwealth action would require a strong political commitment from Heads of Government and close co-operation between finance and

law ministries. Close collaboration would also be needed with other bodies working in this area such as the Financial Action Task Force (FATF). It noted that there was a need for training to develop the skills necessary to implement the legal infrastructure and supervise and monitor the financial sector.

### **Commercial Crime**

32. The Committee noted the consideration given to, and the progress made in, this issue by Law Ministers, including their Statement on Mutual Assistance between Business Regulatory Agencies. It also acknowledged the various actions taken by the Secretariat in this context and urged it to intensify its efforts to help Commonwealth countries counter the rapid growth of commercial crimes.

### **International Criminal Court**

33. The Committee welcomed the examination being undertaken by the United Nations on the possibility of establishing an international criminal court. It recommended that Law Ministers keep further developments under review.

### **Science and Technology**

34. The Committee reaffirmed the importance the Commonwealth attached to scientific and technological co-operation and drew the attention of Heads of Government to the message addressed to them by the Commonwealth Science Council. It recommended that governments accord due priority to science and technology in the formulation of national policy.

35. It recognised the important catalytic role of the Commonwealth Science Council and urged that it be provided the necessary resources, and that payment of arrears be made to enable it to carry out its task. It also encouraged governments to consider making special pledges to sustain the Council's flagship programmes of energy, water resources, and biodiversity and genetic resources. It noted that the issue of reforming the financial basis of the Commonwealth Science Council and moving to project-related contributions was under consideration.

### **Commonwealth Foundation**

36. The Committee commended the Report of the Commonwealth Foundation to Heads of Government, together with the Report of the Second NGO Forum. It expressed appreciation for the Foundation's contribution towards promoting people-to-people co-operation in the Commonwealth. It endorsed those

proposals made at the Second NGO Forum which serve to increase co-operation between governments, donors and non-governmental organisations in the fight against poverty. It strongly commended the *Guidelines for Good Policy and Practice* as an important contribution towards fostering closer co-operation with NGOs in the field of socio-economic development.

37. The Committee acknowledged the difficult resource position faced by the Foundation and urged members to take all possible action, including prompt payment of arrears, to overcome this situation. The Committee encouraged the Foundation to continue its valuable work, especially with development-oriented NGOs throughout the Commonwealth, to draw up medium and long-term plans, particularly in the light of recommendations made at the Second NGO Forum, and requested it to submit these, in accordance with established budgetary procedures, to the next Commonwealth Heads of Government Meeting in 1997.

### **Commonwealth of Learning**

38. The Committee commended the Report of the Board of Governors of the Commonwealth of Learning (COL) to Heads of Government. It expressed appreciation for the impressive progress made by COL since its establishment in 1988 and for the advances made in implementing the recommendations of the 1993 Review Committee and the two further studies of COL's operations aimed at improving operational efficiency and the streamlining of management and governance. The Committee noted the endorsement given by member governments to the changes proposed to the Memorandum of Understanding, especially in respect of Board membership.

39. The Committee acknowledged that the Commonwealth had, through COL, been able to play a leading role in furthering the application of distance education and open learning to meet the human resource development needs of its member countries. This will enable COL to help fulfil the Commonwealth commitment of "education for all" and ensure, in particular, that this will extend education to girls, the disabled and marginalised groups through the application of distance education technologies.

40. The Committee expressed concern that despite COL's impressive achievements and the increasing demands for its services, the organisation faced a financial crisis which had necessitated a narrowing of the scope of its activities. It urged member governments to reaffirm their support strongly and to review their financial commitment to COL. It welcomed the proposal that formal pledging of resources to COL, including the making of new commitments by member governments in a position to do so, should in future be made for three-year

periods at meetings of Commonwealth Education Ministers. Governments were also urged to pledge resources at a sufficient level to ensure a core budget of not less than C\$5 million per year. Until the next meeting of Education Ministers, the Committee urged new and renewed pledges to cover COL's short-term budgetary shortfalls.

### **Commonwealth Partnership for Technology Management**

41. The Committee noted the achievements of the Commonwealth Consultative Group on Technology Management (CCGTM) and its Private Sector Partnership (PSP) in enhancing technology transfer in member countries during the period of their operations, 1989-1995. It noted with satisfaction the establishment of the Commonwealth Partnership for Technology Management (CPTM) Ltd, which will continue the CCGTM/PSP's work, as a unique joint venture between Commonwealth governments, private sector companies and networkers. It reaffirmed the high priority attached by the Commonwealth to promoting greater efficiency in technology management, enhancing the transfer of technology for the creation of wealth in developing countries and enlarging public-private sector co-operation. The Committee also urged more member governments to contribute to this venture and those already contributing to maintain and, where possible, to increase contributions to this innovative venture and to ensure the pan-Commonwealth character of the organisation. The Committee requested the Secretary-General to ensure that Heads of Government receive regular reports on CPTM's work with a view to encouraging support for its activities.

### **Commonwealth Green Pennant Awards**

42. The Committee commended Zambia for its successful production of the Model for Green Pennant Awards of Commonwealth expeditions (Comex), and decided to bring the Green Pennant Awards to the attention of Commonwealth Heads of Government for endorsement.

### **Contributions to Commonwealth Budgets**

43. The Committee noted with concern that, notwithstanding the efforts by the Secretariat towards achieving the settlement of arrears of contributions to its budget, a few countries continue to be in persistent arrears. It also noted that some of the other funds, viz. the CFTC and CSC, were experiencing similar difficulties, with operations and programme delivery threatened by the shortage of liquidity. It was convinced that the problem of arrears of contributions on the part of some countries now warranted firm remedial measures.

44. Accordingly, recalling the decision taken by it in Cyprus and in the light of the recommendations made by Senior Officials at their Islamabad meeting, the Committee agreed to seek endorsement by Heads of Government of the following measures:

- Those countries which failed to meet their obligations and were two or more years in arrears to the Commonwealth Secretariat assessed budget, and had not agreed arrangements to pay such arrears in instalments, might not expect to be considered for further technical assistance;
- when a country continued to remain in arrears in its contribution to the Secretariat's assessed budget for six years or more, it would be deemed to have opted to become a special member;
- members in arrears in respect of the assessed budget, but which had paid their contributions to the CFTC, would have the option of becoming special members; while this would preclude their attending Heads of Government Meetings, they would still have access to technical assistance; and
- the Secretary-General would, in each case, undertake prior consultations with the governments concerned in order to confirm that the special measures outlined above would be applied.

The measures would take effect from July 1996.

45. The Committee recommended that Heads of Government remit to the Finance Committee the question of a new scale of contributions for adoption.

# Ministerial Group on Small States, Report of the Chairperson

## Introduction

1. The Commonwealth Ministerial Group on Small States held its second Meeting on 9 November 1995 at Auckland on the eve of the Commonwealth Heads of Government Meeting. The Meeting was chaired by the Rt Hon Don McKinnon, Deputy Prime Minister and Minister of Foreign Affairs and Trade, New Zealand. Representatives of 41 member governments, together with those of the Cook Islands, Nauru and Niue, and observers from the CARICOM and the South Pacific Forum Secretariats attended the Meeting.
2. In his introductory remarks, the Commonwealth Secretary-General, Chief Emeka Anyaoku, highlighted the major items on the draft Agenda, drew attention to the special problems faced by small states, especially their economic and political vulnerability, informed Ministers of the work the Commonwealth Secretariat was doing in support of small states, and expressed his confidence that the Meeting would result in the identification of practical proposals for action.
3. Following his election, the Chairperson noted it was appropriate that the Meeting was being held in a region with such a large number of small states. He particularly welcomed the participation of representatives from the Cook Islands, Nauru and Niue as well the Secretaries-General of CARICOM and the South Pacific Forum Secretariat. The Chairperson urged participants to focus on priority areas in order to assist the Commonwealth Secretariat in addressing the specific problems of small states. He also suggested the Meeting might wish to consider the composition and role of both the Ministerial and the Consultative Groups.
4. The Group adopted the draft Agenda without amendment. The main themes of the Agenda were introduced by the following speakers: the Hon Vui Vilamu, Minister of Labour, Western Samoa; the Hon Seymour Mullings, Deputy Prime Minister and Minister of Foreign Affairs and Foreign Trade, Jamaica; the Hon Fathulla Jameel, Foreign Minister Maldives; and the Hon Frank Lui, Premier of Niue.

5. The highlights of the Group's conclusions and recommendations were as follows:

**Assisting the Sustainable Development of Small States in the Light of the Barbados Programme of Action**

6. Ministers:

- noted the extent of environmental vulnerability of small states;
- recognised the usefulness of the Barbados Programme of Action as a framework for promoting the sustainable development of small island developing states;
- expressed concern about slow progress in the implementation of the Programme and suggested that national plans highlight areas where further action was needed, including identification of priorities for assistance and strategies for self-help;
- called on the Global Environment Facility to channel more resources to environmental projects of interest to small states;
- underscored the importance to small states of strengthening the provisions of the Framework Convention on Climate Change;
- noted the value of regional initiatives to ensure sustainable development and economic security and in that context acknowledged the Plan of Action adopted by the South Pacific Forum at its recent meeting in Madang for securing development beyond the year 2000;
- emphasised the need for particular attention to be given to human resource development in small states and in that regard recognised the role of distance education;
- expressed concern at the economic and social costs of natural and other environmental disasters for small states, and called for the enhancement of early warning systems and a comprehensive evaluation of assistance available for rehabilitation, including the availability and cost of insurance;
- recognised the need for more in-depth studies on ocean resources and the marine environment;

- called for an updating of the Report, *Vulnerability: Small States in the Global Society*, prepared by the Commonwealth Consultative Group in 1985, and for the early completion of the vulnerability index in order to assist international consideration of the special problems of small states, including their access to concessional resources from international financial institutions; and
- expressed concern at declining official resource flows for small states.

## **Commonwealth Small States and the International Trading System**

### 7. Ministers:

- recognised the adverse effects on small states arising from the erosion of trade preferences and transitional costs of adjusting to the new international trade regime, and called for the implementation of measures which addressed those difficulties, including ways to assist the development of links between small states and the World Trade Organisation;
- also recognised that in order for small states to take advantage of trading opportunities created by the Uruguay Round Agreements, they needed to improve competitiveness, export market development (including through co-production), and diversification of their economies. In that connection they noted the call for the setting up of a special fund to facilitate diversification;
- noted also that adjustment of small economies to freer trade was a long-term process requiring considerable resources but that many small states were experiencing declining flows of official resources; in that regard, emphasised the need for greater assistance in support of national efforts;
- called for an early review of market access for ACP states for bananas and other major products into the EU after expiry of the Lomé IV Convention;
- noted the need for an examination of barriers to labour flows;
- also noted the value of regional or sub-regional import procurement programmes for certain products, such as pharmaceuticals, and encouraged their wider application; and

- requested the Commonwealth Secretariat to continue its work on assessing the implications of the Uruguay Round Agreements for small states and stressed the importance of focusing this work on policy analysis and technical assistance.

## Security Concerns of Small States

### 8. Ministers:

- with the exception of Britain, urged Heads of Government to take account of the very strong opposition to nuclear testing voiced by many representatives at the Meeting, in particular, concerns about the potential risk to the fragile marine environment which could undermine efforts to achieve sustainable development; and expressed their deep disappointment that certain nuclear weapon states had not heeded the concerns of small states on this issue;
- expressed support for nuclear weapon free zones and welcomed the reaffirmation by Britain that it would sign the Protocols to the Rarotonga Treaty in 1996. Also affirmed the importance of an early conclusion of a Comprehensive Test Ban Treaty with a zero threshold;
- recognised the multi-dimensional nature of security and requested the Commonwealth Secretariat to keep this fully in view, including in updating the *Vulnerability Report* ;
- also recognised that the United Nations remained the primary organisation for guaranteeing the security of small states, including their independence, sovereignty and territorial integrity, and considered that regional organisations as well as the Commonwealth could play a useful supporting role to the UN;
- agreed that the concerns expressed by Belize regarding its security, sovereignty and territorial integrity be conveyed to the Heads of Government. They also noted the concerns expressed by the representative of Cyprus about the situation in that country;
- expressed concern at the danger posed to the security of small states by mercenary activity and by illicit arms traffic, and considered that these matters should be kept in view in addressing the security of small states;

- expressed continuing support for the initiative on the Protection and Security of Small States, initiated in the UN General Assembly in 1989 by the Government of the Maldives;
- emphasised the possible dangers of transboundary shipment of nuclear and hazardous waste through busy sea lanes surrounding small states, and welcomed the Statement on that matter issued by CARICOM Heads of Government in February 1995, and the Waigani Convention on Hazardous and Radioactive Wastes adopted by the South Pacific Forum in September 1995, as useful instruments for addressing this critical issue; and
- recognised the importance of the Commonwealth Secretariat's programme to strengthen the capacity of members to combat money laundering and called for continued assistance in that area based on decisions taken by Commonwealth Law Ministers and Commonwealth Finance Ministers.

### **Key Priorities of Interest to Small States and Future Directions for Commonwealth Secretariat Work**

#### 9. Ministers:

- welcomed the growing links between the Commonwealth Secretariat and regional organisations (such as CARICOM, the South Pacific Forum and the Indian Ocean Commission), and urged the development and implementation of co-operative and complementary programmes of assistance to small states;
- asked the Secretariat to continue to pay special attention to small states' needs in respect of consensus building, policy development, technical assistance, including advice on operational matters and on institution and capacity building;
- endorsed suggestions contained in the paper, "*Recent concerns of small states and Secretariat action to alleviate them*" (MGSS(95)1), as priority areas for Secretariat assistance to small states; and
- noted the difficulties faced by small states in participating fully at international meetings and conferences of importance to them, and asked the Secretariat to examine ways of dealing with that problem.

## **Membership and Role of the Ministerial Group on Small States and the Consultative Group on Small States**

### 10. Ministers:

- agreed that the meetings served a valuable purpose and should continue to be held;
- also agreed that the current format was generally acceptable but that various options could be considered in the future, including by the Consultative Group; and
- recommended that the current membership of both the Ministerial Group and the Consultative Group on Small States should be expanded to include all small states, and endorsed the current open-ended approach of inviting Commonwealth governments and other relevant governments or organisations to meetings of both Groups.

*11 November 1995*

# List of Heads of Delegation

(\* indicates a Head of State or Head of Government)

## **Antigua and Barbuda**

Mr Colin Murdoch  
Permanent Secretary  
Ministry of Foreign Affairs

## **Australia**

The Hon Paul J Keating\*  
Prime Minister

## **Bahamas**

The Rt Hon Hubert A Ingraham\*  
Prime Minister

## **Bangladesh**

HE Mr M Morshed Khan  
Cabinet Minister and Prime  
Minister's Special Envoy

## **Barbados**

The Hon Owen Arthur\*  
Prime Minister

## **Belize**

HE Dr Ursula Barrow  
High Commissioner to Britain

## **Botswana**

HE Sir Ketumile Masire\*  
President

## **Britain**

The Rt Hon John Major\*  
Prime Minister

## **Brunei Darussalam**

HM Paduka Seri Baginda Sultan Haji  
Hassanal Bolkiah Mu'izzaddin  
Waddaulah\*  
Head of State, Prime Minister and  
Minister of Defence

## **Cameroon**

HE Mr Paul Biya\*  
President

## **Canada**

The Rt Hon Jean Chrétien\*  
Prime Minister

## **Cyprus**

HE Mr Glafkos Clerides\*  
President

## **Dominica**

The Hon Edison C James\*  
Prime Minister

## **The Gambia**

HE Captain Edward Singhatey  
Vice Chairman, Provisional Armed  
Forces Ruling Council

**Ghana**

HE Flt-Lt (Rtd) Jerry Rawlings\*  
President

**Guyana**

HE Dr Cheddi Jagan\*  
President

**India**

The Hon Pranab Mukherjee  
Minister of External Affairs

**Jamaica**

The Hon Seymour Mullings  
Deputy Prime Minister and Minister  
for Foreign Affairs

**Kenya**

HE Mr Daniel T arap Moi\*  
President

**Kiribati**

HE Mr Teburoro Tito\*  
President

**Lesotho**

The Hon Dr Bethuel Pakalittlon  
Mosisili  
Deputy Prime Minister

**Malawi**

HE Mr Bakili Muluzi\*  
President

**Malaysia**

The Rt Hon Dato Seri Dr Mahathir  
Mohamad\*  
Prime Minister

**Maldives**

The Hon Fathulla Jameel  
Minister of Foreign Affairs

**Malta**

The Hon Guido de Marco  
Deputy Prime Minister and Minister  
of Foreign Affairs

**Mauritius**

The Hon Ramduthsing Jadoo  
Minister of External Affairs

**Namibia**

HE Dr Sam Nujoma\*  
President

**New Zealand**

The Rt Hon James Bolger\*  
Prime Minister

**Nigeria**

The Hon Chief Tomi Ikimi  
Minister of Foreign Affairs

**Pakistan**

HE Sardar Farooq Ahmed Khan  
Leghari\*  
President

**Papua New Guinea**

The Rt Hon Sir Julius Chan\*  
Prime Minister

**St Kitts and Nevis**

The Rt Hon Dr Denzil Douglas\*  
Prime Minister

**St Lucia**

The Rt Hon John Compton\*  
Prime Minister

**St Vincent and the Grenadines**

The Rt Hon Sir James Fitz-Allen  
Mitchell\*  
Prime Minister

**Seychelles**

The Hon Mrs Danielle de St Jorre  
Minister of Foreign Affairs

**Sierra Leone**

HE Captain V E M Strasser\*  
Head of State

**Singapore**

The Hon Goh Chok Tong\*  
Prime Minister

**Solomon Islands**

The Hon S S Mamaloni\*  
Prime Minister

**South Africa**

HE Mr Nelson R Mandela\*  
President

**Sri Lanka**

The Hon Lakshman Kadirgamar  
Minister of Foreign Affairs

**Swaziland**

HE the Rt Hon Prince Mbilini  
Dlamini\*  
Prime Minister

**Tanzania**

HE Mr Ali Hassan Mwinyi\*  
President

**Tonga**

The Hon Baron Vaea of Houma\*  
Prime Minister

**Uganda**

HE Dr Specioza Wandira  
Vice President

**Vanuatu**

Mr Jean Sese  
Director of Foreign Affairs

**Western Samoa**

The Hon Tofilau Eti Alesana\*  
Prime Minister

**Zambia**

HE Mr Frederick J T Chiluba\*  
President

**Zimbabwe**

HE Mr Robert G Mugabe\*  
President

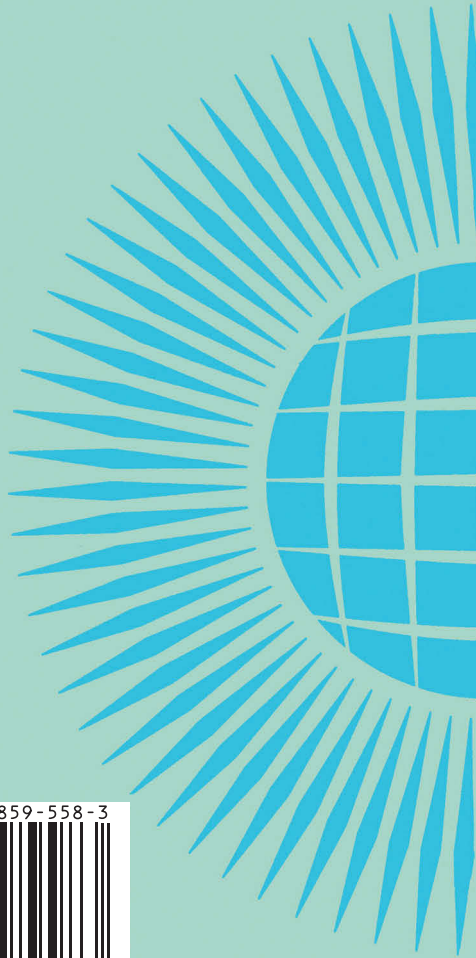
**Commonwealth Secretariat**

HE Chief Emeka C Anyaoku  
Commonwealth Secretary-General

## NOTES

## NOTES

## NOTES



ISBN 978-1-84859-558-3



COMMONWEALTH SECRETARIAT  
MARLBOROUGH HOUSE, PALL MALL  
LONDON SW1Y 5HX

ISBN 0-85092-457-X