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Report by the Commonwealth High Level Review Group to Commonwealth Heads of Government
The Coolum Declaration – The Commonwealth in the 21st Century: Continuity and Renewal

At the outset of this new millennium we, the Heads of Government of the Commonwealth of Nations, meeting at Coolum, Australia, renew our enduring commitment to the values and principles which we share. We stand united in:

- our commitment to democracy, the rule of law, good governance, freedom of expression and the protection of human rights;
- our respect for diversity and human dignity; our celebration of the pluralistic nature of our societies and the tolerance it promotes; and our implacable opposition to all forms of discrimination, whether rooted in gender, race, colour, creed or political belief;
- our 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 state and less developed country members; and
- our collective striving after international peace and security, the rule of international law and the elimination of people-smuggling and the scourge of terrorism.

We reiterate in the strongest terms our condemnation of all forms and manifestations of terrorism. In the aftermath of the events of 11 September 2001 and following our statement of 25 October 2001, we solemnly reaffirm our resolve as a diverse community of nations individually and collectively to take concerted and resolute action to eradicate terrorism. We pledge to work together in fulfilling our international obligations to deny any safe haven for terrorists.

We cannot accept that nearly half the world's population should live in poverty, nor that disease, illiteracy and environmental degradation should continue to blight the lives of many of our people, nor the fact that in too many societies women continue to face discrimination. The benefits of globalisation must be shared more widely and its focus channelled for the elimination of poverty and human deprivation. We stress the importance of equality of access to economic opportunities and the need to apply new international standards such as the OECD Harmful Tax Initiative evenly, equitably and without exception.

The Fancourt Declaration and the UN Millennium Declaration have laid a firm base for us to push back the frontiers of poverty and under-development. In pursuit of the Millennium Development Goals, we call on governments to seize the opportunities presented by the Financing for Development Conference (Monterrey, Mexico, 18-22 March 2002) and the World Summit on Sustainable Development (Johannesburg, August/September 2002) to chart a more sustainable and equitable growth path for the world. We also welcome the groundbreaking proposal from Africa to tackle poverty through the New Partnership for Africa's Development, and will use our best efforts to support similar partnerships in other regions of the Commonwealth. More broadly, we
call on all nations to work to reduce the growing gap between rich and poor, and to enhance international support to democracies fighting poverty.

Recognising the links between democracy and good governance on the one hand, and poverty, development and conflict on the other, we call on the Commonwealth Secretary-General to constitute a high-level expert group to recommend ways in which we could carry forward the Fancourt Declaration. This group should focus on how democracies might best be supported in combating poverty, and should report to the next CHOGM.

We are deeply conscious of the threat HIV/AIDS poses to hard-won social and economic progress in much of Africa and elsewhere. As leaders committed to each one of our citizens developing their human potential to the full, we pledge ourselves to combating this pandemic and the spread of other communicable diseases. We urge both the public and private sector, and international organisations, to join with us in a renewed effort to tackle the challenge HIV/AIDS presents to our countries and their people, and to humanity itself.

We recognise the particular vulnerabilities of small states, as well as the need for concerted action by the international community to address their special needs. We further appreciate the importance of systemic changes to respond to these needs, and we commit the Commonwealth to pursue innovative and practical support mechanisms for small states.

Many other challenges confront us daily. As leaders guiding our nations into the 21st century, we need a Commonwealth that both builds on our enduring values and adapts to our evolving needs. We seek a Commonwealth in tune with the future: an organisation which draws on its history, plays to its strengths, vigorously pursues its members’ common interests and seize the opportunities open to it to shape a better world for our children.

We envisage a modern and vibrant Commonwealth working to serve its peoples, with a simplified structure and a clear focus on what it does best. We want the Commonwealth to be an effective defender of democratic freedoms and a peacemaker in conflict, and to work tirelessly in promoting people-centred economic development.

We have adopted the attached High Level Review Group (HLRG) Report which charts a clear future course for the Commonwealth in line with this vision. The HLRG Report sets out concrete steps to build a Commonwealth for the 21st century:

- **we determine materially to strengthen the Commonwealth's capacity to support its members' pursuit of democratic values and the rule of law.** We have clarified the conditions under which the Commonwealth Ministerial Action Group will in future address serious or persistent violations of the Harare Principles, which go beyond the unconstitutional overthrow of member governments. A clear set of procedures – in which the Secretary-General and the Chairperson-in-Office will have an important part to play – will help ensure transparent and effective dealing with any member state concerned. We are com-
mitted to strengthening the Good Offices role of the Commonwealth Secretary-General and have agreed to strengthen the Commonwealth’s work in supporting democratic practice, in resolving tensions, in conflict prevention and resolution, and in post-conflict rebuilding, working in consultation with regional organisations as appropriate.

• in pursuit of a more equitable distribution of the benefits of globalisation and in pursuit of the Millennium Development Goals, we are committed to forging new opportunities for our members in trade, in investment and in private sector development. We have agreed steps which will help our organisation better identify and promote its members’ economic and development needs in an increasingly competitive international environment. We recognise the importance of enhancing market access in the global trading system, particularly for the poorest and smallest countries. To this end, we welcome and give our strong support to the agreement reached in Doha on the World Trade Organisation’s new multilateral trade negotiations. Through an enhanced facilitation role, we want our organisation to help member states get better access to international assistance, and to focus the Commonwealth’s own related programmes more effectively on the assistance it is best-equipped to provide. We support the HLRG’s strategy to bridge the information and communications technology gap between rich and poor.

• recognising that the Commonwealth’s future lies in the hands of its youth, we have agreed to create a pan-Commonwealth ‘Youth for the Future’ initiative composed of four related components for technology and skills transfer, and for fostering youth enterprise. We seek to engage youth, young professionals and youth volunteers more closely, harnessing their skills and enthusiasm to make a major practical contribution to the work of the Commonwealth.

• we seek to rationalise and streamline the Commonwealth’s governance and organisation to provide a simplified structure capable of responding more quickly and effectively to members’ needs.

• we call on the many intergovernmental, professional and civil society bodies which help to implement our Commonwealth values, to join with us in building closer Commonwealth ‘family’ links, and strengthening consultation and collaboration. We are convinced of the need for stronger links and better two-way communication and co-ordination between the official and non-governmental Commonwealth, and among Commonwealth NGOs. This will give Commonwealth activities greater impact, ensuring that every programme produces lasting benefit.

We cherish our shared history and are proud of what we have achieved together over the years. We are convinced that acting on the recommendations of the HLRG Report will better equip the Commonwealth to meet the challenges of the future. Our common values and unique ways of working together provide a special strength in this, which we treasure. We call on our Secretary-General to work assiduously with the Chairman-in-Office, the new governing mechanisms and the wider Commonwealth family to translate the outcomes of the review into a practical reality which benefits all our people.
As we plan for our future, we congratulate Her Majesty Queen Elizabeth II on her completion of fifty years as the Head of the Commonwealth. We are grateful for her dedication in the service of the Commonwealth and her strong commitment to the association for over half a century.

5 March 2002
The Coolum Communiqué

1. Commonwealth Heads of Government met in Coolum from 2 to 5 March 2002. Of the 51 countries which attended the meeting, 35 were represented by their Heads of State or Government. The meeting was chaired by the Prime Minister of Australia, the Hon John Howard.

2. The Opening Ceremony of the Meeting was addressed by Her Majesty Queen Elizabeth II, Head of the Commonwealth. Heads of Government expressed their gratitude to HM The Queen for her dedication and strong commitment to the association over half a century. They reaffirmed the warmth and esteem in which she is held in the Commonwealth family.

3. Heads of Government conveyed deep appreciation to the Government and people of Australia for the warm hospitality extended to them and for the excellent meeting arrangements. They congratulated Prime Minister Howard on his admirable stewardship of the Meeting.

4. Heads of Government welcomed the Prime Minister of Tuvalu which became a full member of the Commonwealth in 2000 and attended CHOGM for the first time. Heads of Government were also pleased to welcome Fiji Islands' return to the Councils of the Commonwealth.


Terrorism

6. Heads of Government reiterated their absolute condemnation of all acts of terrorism in whatever form or wherever they occur or by whomsoever perpetrated, with the consequent tragic loss of human life and severe damage to political, economic and social stability. They emphasised that terrorism constitutes a threat to all countries and peoples, irrespective of faith, nationality, culture or community. They reaffirmed their commitment to work together as a diverse community of nations, individually, and collectively under the auspices and authority of the United Nations, to take concerted and resolute action to eradicate terrorism. There is no justification for terrorism. While terrorist activities are unconscionable and should be eradicated forthwith, the challenge is to understand the root causes of those despicable acts and to deal with them appropriately.

7. Heads of Government welcomed the Report of the Commonwealth Committee on Terrorism and the Plan of Action based on their Statement on Terrorism of 25 October 2001. They agreed that the Committee should monitor the implementation of the Plan of Action and to that end meet annually to review progress. They requested the Secretary-General to implement the measures iden-
tified by the Committee. They urged all member countries to take the steps outlined in the Plan of Action and to give assistance to small and less developed members of the Commonwealth to enable them to meet their obligations under United Nations Security Council Resolution 1373; and agreed to support efforts to mitigate the economic loss experienced by poor and vulnerable states. Heads of Government requested all member countries to work for a speedy conclusion of the Comprehensive United Nations Convention on the Elimination of Terrorism.

Fundamental Political Values

8. Heads of Government reaffirmed their commitment to the fundamental political values of the Commonwealth as set out in the Harare Commonwealth Declaration and reinforced by the Millbrook Action Programme. They reiterated in particular their commitment to international peace and order, democracy, good governance, human rights, freedom of expression and the rule of law.

9. Heads of Government expressed strong support for the good offices role of the Secretary-General in conflict prevention and resolution. They also recorded their support for the Commonwealth’s work in reinforcing democratic processes and institutions in member countries.

Commonwealth Ministerial Action Group on the Harare Declaration


11. Heads of Government took note of the progress made in the restoration of democracy in Fiji Islands, particularly through the elections of 25 August to 5 September 2001, and endorsed CMAG’s decision to lift Fiji Islands’ suspension from the Councils of the Commonwealth with effect from 20 December 2001. In recognition of the ongoing legal proceedings over the constitutionality of the Government of Fiji, they agreed that CMAG should keep Fiji Islands on its agenda.

12. Heads of Government noted CMAG’s decision to remove The Gambia from its agenda following the repeal of Decree 89 in that country.

13. Heads of Government agreed that Pakistan’s suspension from the Councils of the Commonwealth should remain unchanged pending the restoration of a democratic government. In that regard, they welcomed the commitment of the Government of Pakistan to hold democratic elections by October 2002, and agreed that the Commonwealth Secretary-General should have an active monitoring role in the period leading up to the restoration of democracy, including the deployment of Commonwealth observers at the Provincial and National Elections and the provision of technical assistance.
14. Heads of Government welcomed the improvement in the security situation and the conclusion of the disarmament process in Sierra Leone. They noted CMAG’s decision to remove Sierra Leone from its agenda and the need to provide continued appropriate technical assistance.

15. Heads of Government welcomed the recent national Parliament elections in Solomon Islands, and acknowledged the role of regional governments for their support in assisting with the conduct of those elections. They expressed support for the Government of Solomon Islands, noting that much remains to be done to consolidate peace and stability. Heads of Government commended the role of the International Peace Monitoring Team, led by Australia and New Zealand, in overseeing the peace process and agreed that in recognition of the difficulties in that country, Solomon Islands should continue to be on CMAG’s agenda for the purpose of promoting good governance, peace and stability and economic development.


17. Heads of Government decided that CMAG would have the following members with immediate effect, until the next CHOGM – Australia, The Bahamas, Bangladesh, Botswana, India, Malta, Nigeria and Samoa.

18. Heads of Government acknowledged that the current limitation of two terms on membership of CMAG could be made more flexible. They decided that in future a member could be retained for a third term if this was deemed desirable to preserve continuity, institutional knowledge, or to provide linkages with relevant international organisations.

Cyprus

19. Recalling and reaffirming previous United Nations Security Council Resolutions and reaffirming their previous communiqués on Cyprus, Heads of Government welcomed the resumption of talks between the two sides under the auspices of the United Nations Secretary-General within the framework of his mandate of good offices mission as described in Security Council Resolution 1250.

20. They noted that progress could only be made at the negotiating table and encouraged all concerned to co-operate fully with the Secretary-General and his Special Adviser to show flexibility and negotiate to the conclusion of a just and lasting settlement consistent with relevant Security Council Resolutions.

21. Heads of Government reiterated their support for a Cyprus settlement that ensures the independence, sovereignty, territorial integrity and unity of a reunited Cyprus.
Belize

22. Heads of Government reaffirmed their firm support for the territorial integrity, security and sovereignty of Belize. They welcomed the progress being made in the dialogue taking place under the auspices of the Organisation of American States and pledged support for this facilitation process. Heads of Government mandated the Secretary-General to convene the Ministerial Committee on Belize whenever necessary. They noted that proposals for a final settlement were expected to contain a provision for the establishment of a development fund to be used for the benefit of border communities and urged member countries to contribute to it generously.

Guyana

23. Heads of Government reaffirmed their solidarity with Guyana in light of the continuing threat to its sovereignty and territorial integrity by Venezuela. In this context they regretted Guyana’s inability to fully exploit all its natural resources in the Essequibo region in accordance with the Geneva Agreement.

24. Heads of Government commended the United Nations good offices process in finding a solution to the controversy and urged both countries to continue to avail themselves of this mechanism to resolve their differences in a spirit of good neighbourliness. They further requested the Secretary-General to convene the Commonwealth Ministerial Group on Guyana when occasion required it.

Landmines/International Criminal Court

25. Heads of Government noted the progress made in addressing the global landmines problem in recent years through the comprehensive framework for mine action provided by the Convention on the Prohibition of the Use, Stockpiling, Protection and Transfer of Anti-Personnel Mines and on their Destruction, and urged all countries that are in a position to do so to accede to the Convention. They also encouraged member countries to accede to the Rome Statute establishing the International Criminal Court.

World Economic Situation

26. Heads of Government noted that the tragic events of 11 September 2001 had worsened the global economic slowdown which could threaten achievement of the Millennium Development Goals. Heads of Government also stressed the need to assist developing and vulnerable countries to cope with the challenges of a more adverse external environment.

Multilateral Trade Issues

27. Heads of Government emphasised the crucial importance, especially for developing countries, of trade liberalisation and access to markets in overcoming poverty. With particular regard to the development objectives of the Doha Agenda, they urged the removal of barriers to exports and the elimination of trade-distorting subsidies, including agricultural subsidies.
28. Heads of Government reiterated their strong support for a transparent, equitable and rules based multilateral trading system and welcomed the launch of the WTO Work Programme agreed at Doha, Qatar, in November last year. Heads of Government welcomed the development agenda adopted at Doha including negotiations focused on improving market access for agricultural goods, industrial products and services for the benefit of all members and particularly for developing and least developed countries; the resolution of outstanding implementation issues; and the work programme for small economies. Heads of Government pledged to work together for a successful conclusion of the Doha Work Programme to achieve an overall balance in the outcome, consistent with the mandate and within the timeframe set out in the Doha Development Agenda to ensure the early realisation of these benefits. They noted that a successful conclusion will also support the multilateral trading system’s contribution to sustainable development.

29. Heads of Government confirmed the importance of technical assistance to help to build capacity so that all members can fully participate in the WTO.

Debt

30. Heads of Government noted the report of the Heavily Indebted Poor Countries (HIPC) Ministerial Forum, held in Malawi this year, and welcomed the progress made to implement the HIPC Initiative. They stressed that countries, in the process, needed to benefit from the flexibility that the Initiative provided to compensate for exogenous shocks, and, where appropriate, from additional concessional support to achieve a sustainable exit from their debt burden.

International Economic Co-operation

31. Heads of Government called on the international community to embrace global dialogue and co-operation aimed at enhancing development and good governance. They encouraged participation by governments at the highest level in the UN Conference on Financing for Development and the World Summit on Sustainable Development. They welcomed the initiative aimed at Africa’s renewal through fostering closer co-operation and partnership among the industrial countries, Africa and the private sector worldwide, as enunciated in the New Partnership for Africa’s Development (NEPAD) and called upon all Commonwealth institutions to assist with the effective implementation of NEPAD. They recognised that all these initiatives provide important opportunities to develop strategies for tackling poverty and building global stability with a focus on the needs of developing countries.

Strengthening Financial Systems

32. Heads of Government reaffirmed the right of sovereign nations to determine their own tax and fiscal policies and welcomed the proposed adjustments being made to the OECD Harmful Tax Competition Initiative and hoped that the dialogue, promoted by the Commonwealth, would ensure that the process continued to be inclusive. They reiterated that the standards and timelines for non-
OECD jurisdictions should be no more onerous than those for OECD members. They requested the Secretariat to support the affected jurisdictions to mobilise assistance to meet international standards, strengthen and deepen their financial sectors and diversify their economies.

Promoting Business

33. Heads of Government endorsed the 16 Investment Principles set out in the Commonwealth Business Council (CBC) Report and noted the various recommendations contained in it. They urged the CBC to promote vigorously the implementation of these Principles. They also commended the CBC initiative establishing the Friends of Africa Business Group.

Good Corporate Governance

34. Noting that foreign direct investment is crucial for their economies, Heads of Government reiterated the importance of good corporate governance and urged foreign investors to act in accordance with national laws, legal requirements and social obligations.

Technology Management for Development

35. Heads of Government reaffirmed their support for the Commonwealth Partnership for Technology Management's objectives and activities, including the linking of technology management to business development, as well as its 'smart partnership' dialogue initiatives.

Climate Change

36. Heads of Government expressed concern about the consequences of global warming and climate change, especially for vulnerable small island states and other low-lying areas. They welcomed progress made by the Iwokrama International Rain Forest Centre in Guyana in conserving and sustainably utilising tropical rain forest resources.

Small States

37. Heads of Government reaffirmed their view that small states are particularly vulnerable to international developments and natural disasters and confront a range of structural challenges to sustainable development. They stressed the need for further concerted action by the international community to address these challenges. Heads of Government regretted the cancellation of the proposed Summit on Small States due to practical considerations and hoped that it would be convened at an appropriate time. They welcomed the Report of the Ministerial Group on Small States (MGSS) and the actions being taken in the Commonwealth, the World Bank and other international institutions to implement the Recommendations of the Report of the Joint Commonwealth Secretariat/World Bank Task Force on Small States.
38. Heads of Government acknowledged, at the same time, the need for systemic changes in dealing with small states’ concerns and the creation of new delivery and support mechanisms. In that context, they endorsed the New Agenda for the Commonwealth’s work on small states, which identified key priorities for the short and medium term. These included notably that the Commonwealth should provide appropriate assistance on trade issues, including working with the international community to strengthen small states representation at the WTO, promote dialogue on the OECD Harmful Tax Initiative and take action to help mitigate the impact on small states of the events of 11 September and their aftermath. They also stressed that the upcoming UN Conference on Financing for Development and the World Summit on Sustainable Development were important platforms for promoting issues particularly relevant to small states. They endorsed the call of their Ministers that these meetings produce outcomes beneficial to small economies.

39. Heads of Government mandated the Ministerial Group on Small States to develop a framework of action, for consideration at the next CHOGM, on how the Commonwealth could work with partner organisations to develop appropriate responses to the challenges facing small states.

Commonwealth Functional Co-operation

40. Heads of Government considered the various aspects of Commonwealth functional co-operation, which they reaffirmed as essential for realising the benefits of the association’s membership, and endorsed the Report of the Committee of the Whole.

Next Meeting

41. Heads of Government accepted with gratitude an offer by the President of Nigeria to host the next CHOGM in 2003.

5 March 2002
CHOGM Statement on Zimbabwe

Commonwealth Heads of Government received and discussed the Report of the Commonwealth Ministerial Action Group on the Harare Declaration (CMAG) concerning the current situation in Zimbabwe. They expressed their deep concern about incidents of violence and intimidation surrounding the election campaign, called on all parties to refrain from such violence and urged all concerned to work together to create an atmosphere in which there could be a free and fair election.

Heads of Government expressed their full support for regional efforts aimed at encouraging a peaceful outcome to the situation in Zimbabwe, in particular the Abuja Agreement and President Olusegun Obasanjo’s ongoing mediation efforts, as well as the initiative of the Southern African Development Community towards a peaceful outcome to the situation in Zimbabwe.

Heads of Government recognised that as stated in the Abuja Agreement land is at the core of the crisis in Zimbabwe and cannot be separated from other issues of concern to the Commonwealth. They took note of the interim report of the United Nations Development Programme and called on the Government of Zimbabwe and the UNDP to reach early agreement on transparent, equitable and sustainable measures for land reform.

The Commonwealth will be ready to assist Zimbabwe to address the land issue and to help in its economic recovery in co-operation with other international agencies.

Heads of Government noted that a Commonwealth Observer Group (COG) would report to the Commonwealth Secretary-General immediately after the Zimbabwe Presidential Election of 9-10 March 2002. They agreed to mandate the CHOGM Chairman-in-Office as well as the former and next Chairmen-in-Office in close consultation with the Secretary-General and taking into account the Commonwealth Observer Group Report, to determine appropriate Commonwealth action on Zimbabwe in the event the Report is adverse, in accordance with the Harare Commonwealth Declaration and the Millbrook Commonwealth Action Programme, which ranges from collective disapproval to suspension.

4 March 2002
Commonwealth Functional Co-operation: Report of the Committee of the Whole

1. The Committee of the Whole met on 15 February 2002 in London to consider Commonwealth functional co-operation.

Commonwealth Fund for Technical Co-operation

2. The Committee reaffirmed its strong support for the Commonwealth Fund for Technical Co-operation (CFTC) and noted the progress in implementing the reforms recommended in CFTC: A Rethink to help the CFTC meet the diverse needs of Commonwealth members in an efficient, focused and outcomes-oriented way.

3. The Committee recalled with satisfaction the 1999 Fancourt Declaration, the UN Millennium Summit and the New Partnership for Africa’s Development (NEPAD). Since the Durban CHOGM, programmes of assistance valued at £39 million have contributed to enhancing the capacity of members to respond to globalisation, to strengthen and deepen their democratic traditions and governance structures, and to meet human resource needs strategic to their development programmes. Some 8,627 Commonwealth nationals have also been trained, particularly in areas such as public sector reform, trade facilitation and public sector informatics, with over 620 experts fielded to strengthen national capacities in critical sectors, and increased emphasis has been given to programmes aimed at people-centred development. The Committee recognised the valuable support to Commonwealth small states extended by the Secretariat.

4. The Committee welcomed the development of the Commonwealth Service Abroad Programme (CSAP), focused on people-centred mass impact projects which contribute to the achievement of international development targets, and noted the demand for CSAP’s services.

5. The Committee noted with satisfaction that more than one-third of Governments have increased the level of their contributions since the Durban CHOGM, resulting in increased resources at the disposal of the CFTC. The Committee, however, registered its strong concern that available resources are still considerably short of the commitments made at Millbrook in 1995 to restore the CFTC resources to their 1991/92 level in real terms. The Committee urged member countries to honour their pledges to the CFTC and requested the Secretariat to achieve closer co-operation between CFTC and the technical assistance schemes of member countries.

Debt

6. The Committee took note of the programme of the Commonwealth Secretariat in its efforts to assist countries in reducing the debt burden and improving debt management practices. It commended the Secretariat’s contribution to a special international Task Force, chaired by the IMF, for developing new external debt
recording and reporting standards that would serve as early warning indicators of an emerging crisis. The Committee recommended to Heads of Government that the programme of assistance to Heavily Indebted Poor Countries (HIPC) must be widened, with strong emphasis on domestic debt management, monitoring of private short-term debt and management of contingent liabilities.

Strengthening Financial Systems

7. The Committee noted calls for an inclusive multilateral process, which respects fiscal sovereignty, to improve and strengthen financial and banking standards in financial centres; and emphasised the need to safeguard the international banking and financial system through the prevention of financial crime including money laundering, and underlined the key role of such standards and safeguards in international efforts to combat terrorism. It requested the Secretariat to support efforts to strengthen capacity and promote development in this area.

Financing for Development

8. Heads of Government are invited to support a successful outcome of the UN Conference on Financing for Development, which offers a unique opportunity to mobilise adequate resources including ODA to reduce poverty, fulfil the Millennium Development Goals and advance the development of all countries. They may also wish to request the Secretariat to assist in advancing the outcomes of the Monterrey Summit consistent with the Commonwealth’s mandate.

Corporate Governance

9. The Committee expressed support for the comprehensive approach of the Commonwealth Programme of Corporate Governance and welcomed its implementation in co-ordination with other international agencies. The Committee called for advances in corporate governance and reforms in public governance, economic policy, and in the legal infrastructure within which companies operate.

Combating Corruption

10. The Committee reaffirmed support for the implementation of the Framework of Commonwealth Principles on Good Governance and Combating Corruption, and encouraged the continuation of work in this area by the Secretariat. The Committee recognised the necessity to provide additional financial resources, training and expertise to help promote institutional capacity-building to secure these goals. The Committee supported the United Nations initiative to conclude a comprehensive Convention against corruption. The Committee called for urgent international co-operation which will facilitate the lawful repatriation of assets derived from illicit activities.

Combating Money Laundering

11. The Committee welcomed the assistance being provided by the Secretariat to regional bodies and countries in implementing the recommendations of the Financial Action Task Force (FATF) and commended the establishment of the
Eastern and Southern Africa Anti-Money Laundering Group (ESAAAMLG). The Committee urged regions that have not yet done so to establish anti-money laundering mechanisms.

Commonwealth Private Investment Initiative

12. The Committee welcomed the progress being made by the Commonwealth Private Investment Initiative (CPII) in terms of the first generation of funds. The Committee regrets the operational difficulties of the Tiona Fund with respect to the Commonwealth Caribbean and advocates the revamping of this Fund. It called for continued support for the development of CPII and in particular the early establishment of second generation funds for Africa and the Pacific Islands.

Multilateral Trade Issues/Trade Capacity-Building

13. The Committee welcomed the continued progress made since the launch of the Trade and Investment Access Facility (TIAF) at the 1997 Edinburgh CHOGM. It was noted that 47 projects valued at £2.97 million had been undertaken to assist developing members in addressing multilateral trade issues, in building negotiating capacity through trade policy advice, and in strengthening their domestic trade policy institutions. In particular, the Committee welcomed assistance provided to Commonwealth WTO Ambassadors in Geneva through the services of a resident multilateral trade adviser, to the ACP delegations in Brussels in their negotiations with the EU, and at the country and regional level on the legal and technical implications of WTO Agreements. The Committee looked forward to the strengthening of such support, especially for capacity-building in national capitals and at the regional level. The Committee welcomed the assistance being given to countries that do not have a resident mission in Geneva and noted the need to continue to facilitate the active participation of such countries in the work of the WTO.

14. The Committee also supported efforts to provide financial and technical assistance for capacity-building in related areas. They also urged greater trade liberalisation and market access for products from developing countries which are crucial for growth of exports, which contributes to debt sustainability.

15. The Committee commended the work of the TIAF and noted that developing member states would need more of the type of assistance to enable them to effectively take advantage of globalisation. The TIAF remains open for further contributions from governments and development agencies wishing to extend its beneficial impact.

16. The Committee also welcomed the Secretary-General’s efforts to promote engagement on multilateral trade issues and to this end supported interaction of Commonwealth Ministers responsible for multilateral trade.
Gender

17. The Committee invited Heads of Government to reaffirm their commitment to gender equality and the implementation of the 1995 Commonwealth Plan of Action on Gender and Development (PoA) and its Update (2000-2005). It welcomed the progress made by countries since 1999 in the implementation of the PoA. It further welcomed the outcome of the United Nations World Conference Against Racism, Racial Discrimination, Xenophobia and Related Intolerance on gender discrimination.

18. The Committee drew the attention of Heads of Government to the message from the Commonwealth Women’s Affairs Ministers Meeting held in India in April 2000. It called for further efforts by governments and the Secretariat to put gender mainstreaming at the centre of all policy and programme initiatives including addressing the impact of HIV/AIDS and other infectious diseases, globalisation and macroeconomic policies on women as well as men; increasing women’s participation in conflict prevention, mediation, resolution and post-conflict reconstruction activities; promoting women’s human rights; and achieving the Commonwealth target of at least 30 per cent representation of women in political and public decision-making.

Youth Affairs

19. The Committee invited Heads of Government to express their strong support for the importance of young people in the Commonwealth’s development, poverty alleviation and anti-HIV/AIDS strategies.

20. The Committee drew the attention of Heads of Government to the message from the Commonwealth Youth Ministers Meeting in Solomon Islands in May 2000. It called for appropriate entrepreneurial education and the inclusion of a reference to international development targets in the implementation of the Plan of Action for Youth Empowerment (PAYE). The Committee also endorsed the work of the CYP Ministerial Review Group.

Co-operation in the Legal Sector

21. The Committee noted the work of the Secretariat in the modernisation and development of laws and national institutions designed to address the challenges posed by globalisation, human rights issues and changes in technology and encouraged the continuation of work to enhance the efficient administration of justice.

Education

22. The Committee drew the attention of Heads of Government to the message from the Conference of Commonwealth Education Ministers in Halifax in November 2000. It endorsed the statement of principles and guidelines as a basis for continued co-operation on education and human development. The Committee invited Heads of Government to reaffirm their commitment to upholding the right of Commonwealth citizens to education as a foundation for human development.
23. The Committee also noted with satisfaction the Action Plan of the Halifax Statement and the call by Ministers of Education for greater synergy in the work done by the Secretariat and other Commonwealth bodies that are active in education and human resource development to achieve maximum benefit to member countries.

Health

24. The Committee drew the attention of Heads of Government to a message from the thirteenth triennial meeting of Commonwealth Ministers of Health. The Committee invited Heads of Government to take all available measures to enhance the positive effects while mitigating the negative effects of globalisation on health care systems, health and development, the alleviation of poverty, the retention of skilled health workers, and the mounting of an adequate and multi-sectoral response to HIV/AIDS. The Committee invited Heads of Government to contribute to the UNAIDS Fund in order to strengthen the fight against HIV/AIDS, TB and malaria.

Environment and Development

25. The Committee invited Heads of Government to support concerted action to promote sustainable development through a balanced approach and greater integration of social, economic and environmental goals. The Committee welcomed progress made by the Iwokrama International Rain Forest Centre in Guyana in conserving and sustainably utilising tropical rain forest resources. The Committee drew the attention of Heads of Government to the need for funding to be made available to secure the future of the Iwokrama Programme over the long term.

26. The Committee invited Heads of Government to endorse the Commonwealth Secretariat’s involvement in preparations for the World Summit on Sustainable Development, and to examine ways in which the Secretariat could effectively contribute towards the success of the Summit. The Committee encouraged the Commonwealth Secretariat to provide the assistance required to member governments to address the pressing issues covered by the UN Framework Convention on Climate Change. It emphasised the need for the Secretariat to continue to provide technical assistance to address the adaptation concerns of small island and other states that are particularly vulnerable to global warming and sea level rise.

Human Settlements

27. The Committee welcomed the agreed work plan of the Commonwealth Consultative Group on Human Settlements as detailed in the document Commonwealth Input to Istanbul+5, and noted the progress made in operationalising and funding the work plan.
Public Sector Reform

28. The Committee reaffirmed its support for the Commonwealth Programme ‘Towards a New Public Administration’, approved in Auckland in 1995. The Committee affirmed the importance of three strategic thrusts: to strengthen leadership in the Public Sector, to advance Public Sector Informatics, and to assist public administrations in afflicted countries to cope with the impact of the AIDS pandemic. The Committee welcomed the work done by the Secretariat in public sector reform in countries undergoing reconstruction and encouraged it to continue its work in this area. The Committee requested Heads of Government to recognise the contribution made by the Commonwealth Association for Public Administration and Management (CAPAM).

Commonwealth Network of IT for Development (COMNET-IT)

29. The Committee requested Heads of Government to recognise the contribution of COMNET-IT in promoting capacity-building in Information Technology (IT) and expressed the hope that COMNET-IT will contribute to the implementation of the Commonwealth Strategy for the Digital Divide.

Science and Technology

30. The Committee commended the work of the Commonwealth Science Council (CSC) and its Chairman, Dr B S Ngubane of South Africa, in providing members with assistance in capacity-building and in setting up the Commonwealth Innovation Foundation and establishing a Commonwealth Award for Innovation, to be presented for the first time during the 2003 CHOGM.

Commonwealth Foundation

31. The Committee received with satisfaction the report of the Commonwealth Foundation to Heads of Government, consisting of its 1999-2001 Biennial Report and its four-year Strategic Plan for the period 2001-2005. In reviewing its work and impact over the past two years, the Committee commended the Foundation for its ability to undertake or support a wide range and number of programmes in the fields of civil society, professional activities, art and culture and the promotion of Commonwealth understanding. The Committee welcomed the Foundation’s new Citizens and Governance Programme as the means by which the recommendations of the Civil Society in the New Millennium report are implemented, as encouraged by the 1999 CHOGM.

32. The Committee noted the Foundation’s Mission Statement and Strategic Objectives, Methods and Actions set out in its new Strategic Plan (2001-2005). It noted with satisfaction that the Plan will include continued work by the Foundation in the fields of strengthening civil society-government-private sector partnership; the Citizens and Governance Programme; and the recognition of excellence and achievement in the field of arts and culture. The Committee noted the Foundation’s efforts to attract voluntary contributions from govern-
mental and non-governmental sources for such activities and expressed the hope that these efforts will bear fruit in the coming years.

33. The Committee paid tribute to the outstanding contribution made to the work of the Foundation by Ambassador Don Mills, whose period of office as Chairperson ended in January 2001, and welcomed his successor, Ms Graça Machel.

Commonwealth of Learning

34. The Committee also received with satisfaction the report of the Commonwealth of Learning (COL) and noted that Ministers of Education at their 2000 Halifax meeting endorsed COL’s Three Year Plan, the outline of which had been approved at the 1999 Durban CHOGM. The Committee also recognised the significant headway that had been made in achieving the goal of Cdn$9 million annual core funding, approved by the Durban CHOGM. In this respect the Committee commended the United Kingdom on its decision to triple its funding and recognised the significant contribution of Nigeria along with the sizeable increase in India’s contribution, as well as the proportionally greater contribution of many of the small states in the Commonwealth. The Committee encouraged member states to pledge core support for the work of the COL, whilst recognising that a number of members provide in-kind and project support.

35. The Committee welcomed COL’s efforts to respond fully to the instruction of the Ministers of Education to establish a Commonwealth virtual university to serve the interests and needs of small states, and asked COL to report to the next CHOGM on this development. Finally, it encouraged COL to continue to work with bilateral development agencies on discrete initiatives where its expertise is especially suited and required.

36. The Committee agreed that COL should continue to focus on ways to help member governments apply the methodologies and practice of open, distance and technology mediated learning to have maximum positive impact on major international development programmes, such as poverty eradication, and on the achievement of the Dakar Targets for Education for All, as well as bridging the Digital Divide.

Parliamentary and Local Government Good Practice

37. The Committee commended the expansion of the work of the Commonwealth Parliamentary Association (CPA) in the promotion of parliamentary democracy and good governance since 1999. In particular it noted the CPA’s work in encouraging the professional development of Parliamentarians and parliamentary staff, its promotion of greater involvement of women in politics and its ongoing programmes to strengthen relations which Parliaments must maintain with the executive, the judiciary and the media. It invited Heads of Government to re-emphasise the importance of parliamentary institutions in lending legiti-
macy to the broader political system and praised the efforts of the CPA, in conjunction with the Commonwealth Secretariat and others, in becoming more fully and visibly involved in Commonwealth activities and decision-making.

38. The Committee also noted the importance of recognising the role played by local governments in member countries. It welcomed the report of the first Commonwealth Local Government Conference, Partnerships in Governance, held in London in September 2000, and noted the co-operation between the Commonwealth Local Government Forum (CLGF) and the Commonwealth Secretariat in promoting democratic values and good governance, especially in the area of local government elections such as the participation of the CLGF representatives in observing local government elections in Pakistan. The Committee welcomed the support provided by the Governments of Australia and the United Kingdom to the CLGF Good Practice Scheme and called for other members also to contribute to its funding. The Committee noted the value of the Regional Information Centre for Southern Africa and hoped that the CLGF would be provided with the resources to establish similar centres in the Pacific and other regions.

Commonwealth Partnership for Technology Management

39. The Committee received the report of the Commonwealth Partnership for Technology Management (CPTM), and commended its work principally in harnessing technology management for enhancing economic development by developing partnerships between the Public and Private Sector. The Committee noted that the CPTM had completed an ambitious programme of tasks and advisory services and acknowledged the support of contributing governments and private sector organisations which enable CPTM to deliver its programme of activities in support of country requests. It noted that these achievements had been undertaken within a small financial resource base and encouraged continued financial support to the CPTM. It recognised the value of Smart Partnership International Dialogues between the Public and Private Sectors which are planned and implemented by the CPTM. It noted that these dialogues helped to address the challenges arising from rapid technology advances and increased globalisation. The Committee reaffirmed its strong support for the work of the CPTM. It recognised that work on quality management, national innovative systems in the knowledge economy, environmental sustainability and financing for commercialisation of technology are all important in economic development and poverty alleviation.

Commonwealth Sport

40. The Committee warmly endorsed the report of the CHOGM Committee on Cooperation Through Sport (CCCS) and acknowledged the fundamental importance of sport as an instrument for development in Official Development Assistance.
41. The Committee urged Heads of Government to promote increased sport participation, especially amongst youth, as part of a collaborative effort to overcome declining activity levels and concomitant increase in health costs and social dislocation. The Committee recognised the significant role of sport in addressing the economic, health and social well being of communities to address such issues as social exclusion, the role of women, youth development and health, especially in regard to HIV/AIDS awareness. The Committee encouraged Heads of Government to develop policies to harness the potential of sports.

**Commonwealth Telecommunications Organisation**

42. The Committee received a presentation from the Commonwealth Telecommunications Organisation (CTO) on the occasion of its centenary in 2001-02 and noted its efforts in strengthening Commonwealth co-operation in this field.

*Commonwealth Secretariat, Marlborough House, London, 15 February 2002*
Commonwealth Ministerial Group on Small States: Chairperson’s Report to the Commonwealth Heads of Government Meeting

Introduction

1. The Commonwealth Ministerial Group on Small States (MGSS) held its fifth meeting on 1 March 2002, in Coolum, Australia, on the eve of the Commonwealth Heads of Government Meeting (CHOGM). The meeting was chaired by the Hon Alexander Downer, Minister of Foreign Affairs, Australia. Representatives from 38 member governments and observers from the World Bank, International Monetary Fund (IMF), the European Commission (EC), the Caribbean Community (CARICOM) and the Pacific Forum Secretariat attended the meeting.

2. The meeting was opened by the Commonwealth Secretary-General, the Rt Hon Don McKinnon. He welcomed the publication of the Commonwealth Secretariat/World Bank Joint Task Force Report on Small States as a landmark step by the international community in addressing the special needs of small states. He noted that the Commonwealth had played a crucial role in promoting the interests of small states and contributed to greater international awareness of the particular vulnerabilities of these countries. He emphasised the need to obtain broad support for further work in implementing the recommendations of the Task Force and urged MGSS to clarify the most productive areas in which further work could be undertaken by the Commonwealth and other agencies. The Secretary-General affirmed that small states were an integral part of the Commonwealth’s diverse identity.

3. Following his election, the Chairperson said Australia had an enduring interest in and concern for small states. This had been influenced in part by Australia’s proximity to a number of small states. He pointed out that more than 30 per cent of Australia’s aid programme was dedicated to working with the Pacific’s small states. This was in addition to the support Australia had given to a number of Commonwealth activities which addressed small states concerns. This included the proposing of and continued support for the Commonwealth Small States office at the UN in New York. He urged the meeting to provide feedback on the progress of the recommendations of the Joint Task Force report and to advise the Secretariat on the priorities to be pursued under the New Agenda for Commonwealth Work on Small States.

Implementation of the Recommendations of the Joint Task Force Report

4. In reviewing the implementation of the Recommendations of the Joint Task Force Report, Ministers welcomed the presentations made by the partner organisations (the Commonwealth Secretariat, World Bank, IMF, the EC, Pacific Forum Secretariat and Indian Ocean Commission) on the work that was being undertaken in their respective organisations, in implementing its recommendations.
5. Ministers expressed broad support for the programme of work that had been undertaken on behalf of small states. They called on the international community to provide comprehensive support to assist small states integrate into the global economy. They emphasised the need for follow-up work to pay particular attention to the special needs of small states in meeting the challenges and taking advantage of the opportunities presented by globalisation. In this context, they identified trade, particularly representation at the WTO, and graduation policies as areas that required particular attention and welcomed the donor support for small states representation at the WTO, particularly the A$250,000 pledged by the Australian Government.

A New Agenda for Commonwealth Work on Small States

6. The Group welcomed the proposals for future Commonwealth work on small states issues set out in a paper prepared with the help of the Advisory Group on Advancing the Small States Agenda. They agreed that the Commonwealth can be most effective by working in partnership with other relevant international institutions, and requested that the Secretariat continue to do so. They stressed the importance of co-ordination and co-operation among the various agencies to avoid duplication.

7. Ministers identified the following priority issues for immediate Commonwealth action over the months ahead.

- **Assistance on trade issues.** Following the agreement in Doha on a new WTO work programme on small states issues, the Secretariat should continue to work closely with Commonwealth members, the WTO and with other donors to strengthen the level of WTO support for its small state members, further strengthen small states’ representation at the WTO, and provide assistance to individual states and regional organisations in building capacity to negotiate and implement WTO agreements.

- **Promoting dialogue on the OECD Harmful Tax Practices Initiative.** The Secretariat should continue work under its mandate to promote dialogue between the Organisation for Economic Co-operation and Development (OECD) and non-OECD jurisdictions in this area, taking into account the OECD’s attempt to respond to earlier concerns. The Secretariat should support the affected jurisdictions to mobilise assistance to meet international standards, strengthen and deepen their financial sectors and diversify their economies. The need to distinguish clearly between money laundering and tax competition was highlighted.

- **Action to help mitigate the impact on small states of the events of September 11 and their aftermath,** which are having a highly damaging impact on the economies of many small developing states. It will be particularly important for the Secretariat to work with partner institutions like the World Bank to encourage them to recognise the special impact on many small economies, and to provide relevant assistance. The Secretariat should also
be ready to provide assistance with implementing stronger anti-terrorism measures such as those required under UN Resolution 1373, guided by decisions taken by Heads of Government on the Plan of Action recommended by the Commonwealth Ministerial Committee on Terrorism.

- **World Summit on Sustainable Development (WSSD) and UN Conference on Financing for Development.** The Secretariat should identify elements of follow up to the conclusions of the forthcoming UN Conference on Financing for Development that are most relevant to small states, and seek to mobilise support for taking them forward. It was noted that the Commonwealth stands to gain from a comprehensive and ambitious WSSD summit agenda, one that strengthens the social, economic and environmental pillars of sustainable development. Ministers looked for outcomes from the WSSD dedicated to poverty eradication, health, regional initiatives for small island developing states, and sectoral initiatives on oceans, energy and fresh water.

8. Looking beyond these immediate issues, Ministers suggested that the Secretariat’s medium term programme of work on small states issues should attach high priority to the following areas, taking into account the Secretariat’s comparative advantage, limited resources and the need to avoid duplication of the extensive work of other organisations.

- **Providing stronger advocacy.** The Secretariat should continue its efforts to use the results of its own and other relevant research to demonstrate the special vulnerability of small states. In this respect, it will be important to maintain pressure on other international institutions to implement fully recommendations of the Commonwealth Secretariat/World Bank Joint Task Force.

- **Attracting private investment.** The Secretariat should initiate consultations with the relevant international financial institutions and donors to secure greater recognition of the special difficulties faced by many small states in this respect, and to encourage an atmosphere conducive to increasing private investment in small and medium sized enterprises in developing small economies.

- **Addressing the impact of global initiatives, and assistance with capacity-building.** Global initiatives and rules such as WTO rules and procedures, the pressing issues covered by the UN Framework Convention on Climate Change, the new security measures required to comply with UN Resolution 1373, and actions to counter money-laundering, international tax crime, terrorist financing, drug trafficking and other transnational crimes affect all countries, advanced as well as developing. But the Secretariat should take action to draw attention to the particular implications of some of these initiatives for the economies of many small states, as well as to the special challenges they face in building capacity to implement them.
9. Other areas mentioned by Ministers included:

- *Disaster mitigation and insurance.* New ideas for disaster mitigation and insurance are being developed in the private sector, in the multilateral institutions, such as the World Bank, and in some small states. The Secretariat could develop a programme to help small states understand these new ideas and take advantage of them.

- *Promoting regional approaches.* The Secretariat should explore whether it can play a role in promoting regional approaches, for example by helping small states and their regional organisations to compare experiences and develop good practice.

1 March 2002
### Heads of Delegation

(*Indicates a Head of State or Head of Government)

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<td>Australia</td>
<td>The Hon John Howard*, Prime Minister</td>
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<td>The Bahamas</td>
<td>The Rt Hon Hubert Alexander Ingraham*, Prime Minister</td>
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<td>Bangladesh</td>
<td>The Hon Begum Khaleda Zia*, Prime Minister</td>
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<td>Barbados</td>
<td>The Hon Billie Miller, Deputy Prime Minister and Minister of Foreign Affairs and Foreign Trade</td>
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<td>Belize</td>
<td>The Hon Said Musa*, Prime Minister</td>
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<td>Botswana</td>
<td>HE Mr Festus G Mogae*, President</td>
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<td>Brunei Darussalam</td>
<td>HRH Prince Mohamed Bolkiah, Minister of Foreign Affairs</td>
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<td>Cameroon</td>
<td>The Hon Ngoubeyou François-Xavier, Senior Minister for External Relations</td>
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<td>Canada</td>
<td>The Rt Hon Jean Chrétien*, Prime Minister</td>
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<tr>
<td>Cyprus</td>
<td>The Hon Mr Ioannis Kasoulides, Minister of Foreign Affairs</td>
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<tr>
<td>Dominica</td>
<td>The Hon Pierre Charles*, Prime Minister</td>
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<td>Fiji Islands</td>
<td>The Hon Laisenia Qarase*, Prime Minister</td>
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<td>The Gambia</td>
<td>HE Mrs Isatou Njie-Saidy, Vice-President</td>
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<td>Ghana</td>
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<td>India</td>
<td>The Hon Jaswant Singh, Minister of External Affairs</td>
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<td>Jamaica</td>
<td>The Hon K D Knight, Minister of Foreign Affairs and Foreign Trade</td>
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<td>Kenya</td>
<td>HE Mr Daniel T arap Moi*, President</td>
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<td>Lesotho</td>
<td>The Hon Pakalitha Bethuel Mosisili*, Prime Minister</td>
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<td>Malawi</td>
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<td>Malaysia</td>
<td>The Hon Dato’ Seri Abdullah bin Haji Ahmad Badawi, Deputy Prime Minister</td>
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<td>Maldives</td>
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<td>Malta</td>
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<td>Mozambique</td>
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Nauru
New Zealand
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Papua New Guinea
St Kitts and Nevis
St Lucia
St Vincent and the Grenadines
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Sierra Leone
Singapore
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South Africa
Sri Lanka
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Tuvalu
Uganda
United Kingdom
United Republic of Tanzania
Vanuatu
Zambia
Zimbabwe
Commonwealth Secretariat

HE Mr René Harris*, President
The Rt Hon Helen Clark*, Prime Minister
HE Chief Olusegun Obasanjo*, President
The Hon Sir Mekere Morauta*, Prime Minister
The Hon Dr Denzil L Douglas*, Prime Minister
The Hon J R Hunte, Minister of Foreign Affairs and International Trade
HE Mr Mr Cenio E Lewis, High Commissioner, United Kingdom
The Hon Tuilaepa Sailele Malielegaoi*, Prime Minister
The Hon Jérémie E P Bonnelame, Minister of Foreign Affairs
The Hon Dr Ahmed Rahman Dumbuya, Minister of Foreign Affairs and International Co-operation
The Hon Goh Chok Tong*, Prime Minister
The Hon Sir Allan Kemakeza*, Prime Minister
HE Mr T M Mbeki*, President
The Hon Tyrone Fernando, Minister of Foreign Affairs
HM King Mswati III*, Head of State
HRH Prince ‘Ulukalala Lavaka-Ata*, Prime Minister
HE Mr John Donaldson, Ambassador Extraordinary and Plenipotentiary
The Hon Koloa Talake*, Prime Minister
HE Mr Yoweri K Museveni*, President
The Rt Hon Tony Blair*, Prime Minister
HE Mr Benjamin William Mkapa*, President
The Hon Edward N Natapei Tuta Fanuariki*, Prime Minister, Minister of Public Service and Justice
HE Mr Levy Patrick Mwanawasa*, President
The Hon Dr I S G Mudenge, Minister of Foreign Affairs
The Rt Hon Don McKinnon, Secretary-General
Commonwealth High Level Review Group

REPORT BY THE COMMONWEALTH HIGH LEVEL REVIEW GROUP TO COMMONWEALTH HEADS OF GOVERNMENT, COOLUM, AUSTRALIA

as adopted by Heads of Government at their meeting in Coolum on 3 March 2002
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Introduction

1. Commonwealth Heads of Government established our Group at their meeting in South Africa in November 1999, in order to review the role of the Commonwealth and advise on how best it could respond to the challenges of the new century.

2. We met in New York in September 2000, and again in Coolum on 2 March 2002 to conclude our task. We greatly benefited from the participation of the Commonwealth Secretary-General in our discussions. We also benefited from the work of our Officials, who met several times. In the course of our work, we invited all other Commonwealth member governments to share their views with us. We also invited submissions from, and consulted with, various Commonwealth organisations, including non-governmental organisations, and several eminent Commonwealth citizens.

I. THE COMMONWEALTH’S VALUES AND ASSETS

3. The modern Commonwealth is a family of 54 independent states who share a commitment to certain core values and principles, as enunciated by Heads of Government at Singapore (1971), Harare (1991), Edinburgh (1997) and Fancourt (1999). We reiterate our commitment to the following values, in particular:

- respect for diversity and human dignity; and opposition to all forms of discrimination, be it rooted in race, ethnicity, creed or gender;
- adherence to democracy, the rule of law, good governance, freedom of expression and the protection of human rights;
- the elimination of poverty and the promotion of people-centred development; and progressive removal of the wide disparities in living standards among our members; and
- international peace and security, the rule of international law and opposition to terrorism.

4. The Commonwealth’s special strength lies not only in this shared commitment to core values and principles, but also in the combination of the diversity of its members with their shared history, language, traditions and commitment to the rule of law. Its inter-governmental and people-to-people links, its consensual, informal and flexible ways of working, and its global reach give it a unique place in addressing the problems of a changing world.

5. The Commonwealth is endowed with the following assets, in particular:

- It is a cross-section of the globe representing diverse constituencies from the North, South, rich, poor, large and small. This provides a fertile arena for dialogue and bridge-building in a number of areas.
• Its democratic decision-making, with all members having an equal voice, creates a high degree of trust and confidence in its official multilateral processes.

• Its common language, shared traditions and similarities in administrative, legal and education systems enable it to share experience and improve standards through functional co-operation in a number of sectors.

• Its inclusiveness helps it to advance the interests of its smaller and weaker members, whose voices are otherwise not heard in international negotiations.

• It is able to draw on the knowledge and resources of a vibrant network of Commonwealth professional and non-governmental organisations.

II. THE COMMONWEALTH IN THE 21st CENTURY

6. Today’s Commonwealth has played an important supportive role in the process of decolonisation and the dismantling of apartheid. It has come of age as a force for conflict resolution, democratic freedoms, good governance, sustainable economic development, and for meeting the special needs of small states. Our task as Commonwealth leaders now, at the dawn of the 21st century, is to chart a practical vision to meet the challenges of the coming decades.

7. We face many and varied challenges such as absolute poverty, human deprivation, degradation of the environment, the AIDS pandemic and conflicts. Terrorism has emerged as a significant new threat to peace and stability in many parts of the world, and therefore constitutes a challenge to the Commonwealth’s fundamental values and principles, as well as to its efforts to foster development and justice. Democratic freedoms and institutions remain fragile in too many places. While new technologies and freer flows of goods and capital are opening up new opportunities in all walks of life, this is yet to be realised for the majority of our citizens.

8. Against this background, we are convinced of the Commonwealth’s enduring relevance and value. We are proud of our heritage and what we have achieved together. And as we look to the future, we need constantly to renew our organisation and recalibrate it to contemporary needs and the aspirations of our peoples. The following action programme thus encompasses a comprehensive series of recommendations for policy and organisational renewal. Our common values and our unique ways of working together provide real strengths in addressing the challenges we face. We envisage a modern and vibrant Commonwealth with a simplified and effective structure. We seek a Commonwealth known, owned and valued by its peoples, responsive to their evolving needs, and invigorated by a more focused and productive partnership between governments and civil society. We believe that our Commonwealth for the 21st century will need to be one which draws on its history, plays to its strengths, and seizes the opportunities open to it to add value in critical areas of international endeavour.
III. THE POLITICAL ROLE OF THE COMMONWEALTH

9. The modern Commonwealth is an association of democracies committed to the principles of good governance, democratic processes, just and honest government and fundamental human rights, the rule of law and the independence of the judiciary, freedom of expression and the enjoyment of such rights by all individuals regardless of gender, race, colour, creed or political belief. The Commonwealth has committed itself to oppose all forms of racial oppression and to uphold human dignity. By setting out its core values in the Singapore and Harare Declarations of 1971 and 1991 and by having the courage to enforce adherence to these core values, the Commonwealth has set itself apart and established a standard to which others now aspire.

10. At the same time that it set out its fundamental political principles in the Singapore and Harare Declarations, the Commonwealth recognised that these values were inseparable from sustainable development, given that economic and social progress work to enhance the sustainability of democracy. We reaffirm the centrality of mutually reinforcing Commonwealth activities that support its fundamental political values.

11. In the promotion and enhancement of these fundamental political values, the Commonwealth is committed to respecting the well-established practice of keeping bilateral issues between member states out of Commonwealth multilateral discussions.

12. We recognise the parliaments and legislatures of the Commonwealth – national, regional and local – as essential elements in the exercise of democratic government, and welcome the contribution of the Commonwealth Parliamentary Association in advancing the democratic culture of the Commonwealth. We believe also that not only governments but all political parties, other organs of civil society and the public at large share responsibility for upholding and promoting the democratic ethic.

(i) Conflict Prevention and Resolution

13. The challenge for the Commonwealth in the 21st century is to assist its members to strengthen adherence to the Harare Principles in order to realise the benefits of just and stable government and freedom from internal conflict. We believe the Commonwealth has built a reputation for working quietly to resolve disputes in its member states and this tradition of quiet diplomacy is highly effective. The Secretary-General’s key role in deploying his/her Good Offices will remain the most important element of this work. At the same time, Commonwealth measures in support of conflict prevention and resolution will continue to take account of varying traditions and cultures across the Commonwealth.

14. We recommend that:

14.1 The Good Offices Role of the Secretary-General should be strengthened through dedicated and enhanced staff capacity to assist him/her in that work. With such
an enhanced capacity, the Commonwealth’s focus would shift more towards peace-building, including conflict prevention and post-conflict capacity-building. This would increase the Secretariat’s ability to provide high quality advice and expertise with regard to situations arising in any part of the Commonwealth. Existing resources from within the Secretariat and expertise from outside would be drawn upon in achieving this.

14.2 The Secretary-General should continue to deploy the services of former Heads of Government/State and other eminent persons from within the Commonwealth in support of his/her Good Offices Role.

14.3 The Secretary-General should consult more closely with regional organisations and key regional players in the exercise of his/her Good Offices.

14.4 The Good Offices role of the Secretary-General should be strengthened through the support of the CHOGM Chairperson-in-Office.

(ii) Promoting and Enhancing the Commonwealth’s Fundamental Political Values

15. We believe there is a need to intensify efforts to assist members in strengthening democracy and democratic institutions through the provision of constitutional, electoral and legal assistance. The work of Commonwealth Observer Groups, where invited, will remain a strong element in Commonwealth efforts to ensure the free expression of will by electors, and a key measure of the priority the Commonwealth attaches to this fundamental tenet of democracy.

16. We recommend that:

16.1 The Secretariat’s capacity should be strengthened and adequately resourced to support democracy and democratic institutions through enhanced electoral observation, technical assistance to promote sound and sustainable electoral practices and institution-building.

16.2 It is important to promote and strengthen national and regional human rights mechanisms and promote gender equality in all areas of national life, including in the political sphere.

16.3 Greater priority should be given to supporting member governments in the review and strengthening of democratic institutions, including constitutions, judiciaries and judicial processes, the training of legislative draftspersons, and public service reform.

(iii) The Future Role of the Commonwealth Ministerial Action Group on the Harare Declaration

17. The Commonwealth Ministerial Action Group (CMAG) remains the most tangible expression of the Commonwealth’s commitment to the fundamental political values to which all Commonwealth members subscribe. As the custodian of the Harare Principles, it has been charged by Heads of Government to address all serious or persistent violations of those Principles by member countries.
18. At their meeting in Durban, Heads of Government commended the role played by CMAG as a custodian of the Harare Principles. They agreed that CMAG should continue to address serious or persistent violations of those Principles and that its future mandate should be considered further by the Commonwealth High-Level Group.

19. We have accordingly considered the CMAG paper ‘Realising Millbrook’ which addresses the issue of the Group’s remit. ‘Realising Millbrook’ is at Annex A.

20. We agreed that CMAG’s mandate as it relates to the unconstitutional overthrow of a democratically elected government is clearly defined in the Millbrook Commonwealth Action Programme and needs no further elaboration.

21. We felt that the issue requiring attention was the need to clarify procedures to apply in other circumstances where a member country is perceived to be in serious or persistent violation of the Harare Commonwealth Principles. We recommend that:

(i) Where such a perception was formed by the Chairperson-in-Office, the Secretary-General or a member government, particular steps should be instituted to establish the basis on which such a perception was founded, before CMAG engages itself with that situation.

(ii) When a member country raises such a concern in respect to another member, it must in the first instance bring the matter to the attention of the Secretary-General with evidence as to the basis of that concern.

(iii) The member country which is the subject of such concern must also be afforded the opportunity to respond to the points made.

(iv) Should the Secretary-General consider that the case so warrants, he or she should then apply his or her Good Offices Role with a view to encouraging the country concerned to move towards full compliance with the Harare Principles.

(v) The Chairperson-in-Office and the Secretary-General should consult appropriately in the application of the Good Offices Role.

(vi) CMAG would examine a case of perceived violation of the Harare Principles once such Good Offices activities have been exhausted.

22. We further agreed that, in the circumstances referred to in para 21, CMAG might consider applying a similar but differentiated and flexible set of steps as those outlined in the Millbrook Commonwealth Action Programme (Section B para 3(i)-(viii)).

IV. ENHANCING THE COMMONWEALTH’S ECONOMIC AND DEVELOPMENTAL ROLE

23. At Harare, leaders recognised the importance of economic and social development to satisfy the basic needs and aspirations of the Commonwealth’s members
as an enduring and fundamental Commonwealth principle. They pledged to this principle in facing the challenges of the 1990s and beyond. There have been promising successes, for example in debt relief, and partnership with the World Bank in dealing with the particular problems confronting small states.

24. The challenges remain, and it is time to renew this commitment in the 21st century, identify ways of being even more effective and strengthen the Commonwealth’s commitment to the achievement of the Millennium Development Goals. As leaders noted at Fancourt, globalisation is a reality, but its benefits must be shared more widely and its forces channelled for the elimination of poverty and human deprivation. It demands higher levels of international co-operation than have been seen hitherto, and a concerted effort to enable developing countries to take advantage of new opportunities in areas like trade and information and communications technology. The Fancourt Declaration, which was followed up by specific targets agreed upon in the Millennium Declaration of the UN in terms of globalisation, indicates that strong export growth remains a key element in the ability of developing countries to improve their living standards. The Fancourt Declaration stresses that developing countries need to be assisted to improve their capacities to achieve this. The Commonwealth can and needs to give a lead in this, in a strategic manner that accords with the interests of its members and makes good use of the human and financial resources made available to the Commonwealth by its members. This is a task which demands the focused attention and co-ordinated effort of the entire Commonwealth family – Commonwealth member governments, the Commonwealth Secretariat, other multilateral Commonwealth agencies, the private sector, the non-official Commonwealth and civil society working together.

25. Gender equality is a fundamental value of the Commonwealth. It contributes not only to the advancement of political rights and empowerment of women, but also to peace-building, poverty reduction and economic and social progress. Taking account of its Plan of Action on Gender and Development, the Commonwealth should continue to support gender mainstreaming and advocacy of gender equality.

26. While the Commonwealth does play a good advocacy role there is scope for enhancement. Debt relief, HIV/AIDS and the vulnerability of small states are examples of areas where the Commonwealth has in the past used its representative nature and internal strengths to contribute to international debate and outcomes which meet the interests of its members.

27. The Commonwealth is well placed to play a constructive role on, and be an effective advocate for, international co-operation in areas such as sustainable development. Through capacity-building to enable member countries to engage more effectively in international bodies and negotiations, and by promoting open dialogue on key sustainable development issues at major international meetings, the Commonwealth has the potential to promote a stronger commitment to poverty reduction and sustainable development in other international fora.
28. The pace and complexity of developments in international trading and financial arrangements is ever-increasing. Many of the Commonwealth's smaller members do not have sufficient capacity to influence all these developments or to update their own systems in line with evolving international standards. The Commonwealth should help to safeguard the interests of smaller members and address this need, including through facilitating dialogue between its members and the relevant international agencies and through support for members in developing the necessary capacity. More specifically, attention should be given to building capacity within member states in order to improve their access to markets and investment.

29. We recommend that:

29.1 The Commonwealth's strategic advocacy and political influence should be focused more effectively in areas of shared concern. This is particularly important for those global issues where high-level Commonwealth political engagement can be deployed in support of members' economic and development interests. These include giving greater attention to the Commonwealth's role in promoting dialogue and co-operation to develop a global response to major environmental challenges such as climate change and sea-level rise. The Commonwealth should also influence the broader global debate and the possible emerging consensus on sustainable development.

29.2 The Secretariat's capacity for strategic policy development should be strengthened through enhanced staff capacity, including through short-term contracts, so that it may help to identify, develop and support such Commonwealth interventions on global issues, as in the ground breaking Commonwealth/World Bank work on small states issues and on debt relief.

29.3 Issues warranting such engagement would be determined and reviewed by Heads of Government at successive CHOGMs, but might be adjusted inter-sessionally by the Secretary-General in consultation with the CHOGM Chairperson-in-Office.

29.4 In pursuing this important work the Commonwealth should prioritise its efforts and take fully into account sensitive technical debates taking place in other international fora.

29.5 Without duplicating the work of other organisations, the Commonwealth should work to facilitate capacity-building in its members states to enhance their participation in the multilateral trade system and their access to investment, and to seek opportunities to use its network of member countries to promote dialogue and bridge-building on major international issues, notably:

• by pressing for improved access to key international institutions and processes for Commonwealth members, especially small states and developing countries, and improved support from those international institutions for such members;

• by helping to develop members' human resources capacities in national advocacy in trade negotiation; and
• by strengthening the private sector and working in partnership with it to promote good economic management, trade, investment and technological innovation.

29.6 Heads of Government should consider increasing the resources of the Commonwealth in order for it to assist member states to achieve the Millennium Development Goals.

(i) Accessing International Assistance

30. Developing members of the Commonwealth interact with a large number of development agencies. Smaller members in particular would benefit from assistance from the Commonwealth on how to access the available options. As a small donor with good international aid credentials, the Commonwealth is well placed to provide this advice. Strategic partnerships with other international organisations will help the Commonwealth to leverage their development assistance resources in favour of Commonwealth members. The strengthening of capacity for ‘Referrals’ within the Secretariat would enable it to provide timely and effective advice on assistance options from other channels, or identify difficulties of access which may need to be taken up with other agencies.

31. We recommend that:

31.1 The Commonwealth should work to optimise members’ access to the full range of technical and development assistance available from the international community, recognising that while Commonwealth resources are finite, its networks and international standing should be used strategically to improve members’ access to critical resources.

31.2 The Commonwealth should pursue the above objective:

• by actively developing strategic partnerships with other international organisations; and

• by strengthening capacity for ‘Referrals’ within the Secretariat to provide timely advice on assistance available from other larger or more specialised institutions or other bodies, to assist members with access/applications to other institutions, and to alert the Secretary-General to issues that may need to be taken up with other agencies on behalf of Commonwealth developing countries and small states.

(ii) Commonwealth Assistance Programmes

32. The Millennium Development Goals for poverty reduction, etc., provide an overall set of long-term goals for members’ development efforts. We believe the Commonwealth needs to make the most effective contribution it can to help members meet the Goals. As a very small source of development assistance with strictly limited resources the Commonwealth needs to position itself strategically by focusing its development assistance on areas where it has demonstrable strength and advantage compared with other sources. The Commonwealth’s
membership, history, values, record and objectives suggest that it has particular strengths in capacity-building, good governance, strengthening economic management in niche areas and helping small states meet their specific development challenges. As also noted in the ‘CFTC Rethink’ report, its ability to respond quickly and flexibly to urgent demands in these areas of focus and expertise is an asset widely appreciated by members.

33. We recommend that:

33.1 To enable it to fulfil the expectations placed upon it, the CFTC’s resources be enhanced with increased voluntary contributions, and the Secretariat be enabled to establish special funds for high priority programme areas to facilitate extra-budgetary contributions from other international and bilateral donors as well as the private sector.

33.2 The aim of the Commonwealth’s development programmes should be to strengthen members’ efforts to meet the Millennium Development Goals.

33.3 As recommended in the ‘CFTC Rethink’ report, the Secretariat should continue to retain a significant capacity to respond to requests for strategic gap filling, particularly in respect of vulnerable small states and the Least Developed Countries and in its areas of focus and expertise.

33.4 Building on implementation of the recommendations of the ‘CFTC Rethink’ report, and in accordance with members’ requests for assistance, priority should be given to capacity-building, good governance, strengthening economic management in niche areas, and to helping small states to meet their specific development challenges.

(iii) Managing and Co-ordinating Commonwealth Assistance

34. The extensive array of agencies dedicated to the promotion of the economic and development interests of the Commonwealth have an impressive track record, but with greater co-ordination they can make an even more significant contribution. A concerted effort within the official Commonwealth to streamline its currently complex, diffuse and resource-intensive governance would improve the effectiveness of Commonwealth programmes.

35. We recommend that:

35.1 The Commonwealth family should streamline the complex array of governance processes affecting its economic and developmental work, in order to enhance the effectiveness and efficiency of the organisation’s work. In addition to recommendations we make below (para 45) on governance structures, it should establish a formal and regular consultative mechanism to bring together Commonwealth agencies to discuss and co-ordinate programmes and to implement joint projects. Rationalising the structure of the Commonwealth Secretariat should achieve a more productive synergy between those areas involved in project delivery in economic and developmental work.
A Commonwealth Strategy for the Digital Divide

36. The networks created by advanced information and communication technologies (ICTs) hold a revolutionary potential for strengthening democratic values and institutions and for promoting sustainable development. But uneven levels of access to technology, applications and skills, which has created a Digital Divide between and within countries, have limited the realisation of these benefits. The core strength of the Commonwealth lies in its commitment to democracy, good governance and development; in the nature of its relationships and shared experience; and in the related ability to strengthen partnerships for capacity-building. The Commonwealth's work to strengthen good governance and economic and social development, including through capacity-building, is and will continue to be a major contribution to the successful deployment of ICTs. Thus, the Commonwealth can significantly influence the deployment of ICTs for development, both by taking strategic action itself and by facilitating effective action by others, including governments, other development agencies, civil society and the private sector, especially entrepreneurs.

37. Noting the significant current work undertaken by existing national, international and Commonwealth agencies, we recommend that:

37.1 The Commonwealth should continue to help to build and strengthen capacity in ICTs in member countries by concentrating its bilateral and multilateral efforts on support for a five point Action Strategy for building information societies within and outside the Commonwealth. The aim of the Action Strategy would be to equip each country with the essential building blocks needed to create an information society, including through information sharing on 'best practice' ICT usage and regulatory frameworks in the private, NGO and government sectors, to widen digital opportunity and narrow social and economic inequalities by:

- encouraging Tele-Centres as Knowledge Shops;
- creating ICT Policy Resource Centres;
- enhancing skills for ICT Development and Use;
- promoting e-Government for Good Governance; and
- building Knowledge Networks for Information Sharing, Innovation and Professional Development.

37.2 The Commonwealth should establish a co-ordinating mechanism, under the authority of the Commonwealth Secretary-General, to review and as necessary strengthen existing internal mechanisms and programmes, and to prioritise, co-ordinate and support projects and proposals in the Commonwealth Digital Action Strategy for implementation by Commonwealth agencies, including non-governmental organisations, working in co-ordination with other international initiatives addressing the Digital Divide.

37.3 The Commonwealth Secretary-General should convene a high level forum in the margins of CHOGM 2003 comprising Commonwealth governments, represen-
tatives of international aid agencies and business, individual entrepreneurs and
civil society organisations to bring political momentum to the advancement of the
ICTs, and for promoting co-operative action by them.

37.4 Furthermore, in order to affirm leadership and commitment at the highest levels,
we recommend that Heads of Government continue to monitor progress on the
efforts to narrow the Digital Divide and the contribution of ICT to the develop-
mental priorities of Commonwealth countries.

(v) Nurturing Commonwealth Youth

38. The Commonwealth's future lies in the hands of its youth. They are the inheri-
tors of its fundamental values in promoting respect for diversity, economic and
social development, democracy and good governance, and are a major resource
in support of these values. The challenge is to enlist the enthusiasm of youth for
the Commonwealth in the new century. We recognise that youth can make a
major practical contribution to the work of the Commonwealth and propose
bringing together a range of separate strands into a coherent ‘Youth for the
Future' Initiative.

39. Youth volunteering, mentoring, leadership education and enterprise develop-
ment schemes will facilitate the transfer of much needed skills and knowledge for
development across the Commonwealth. These parallel strands will promote
international understanding and commitment to fundamental values among the
next generation of Commonwealth leaders. They will strengthen the
Commonwealth’s capacity to contribute to economic and political development.
By building on existing national programmes (e.g. for international volunteering
and scholarships), they will avoid the creation of new central machinery to sup-
port the Initiative.

40. We wish to encourage and increase the movement of students and young people
around the Commonwealth. A major challenge to young people is the high cost
of tertiary education in Commonwealth countries and the inability of many
member countries to offer scholarships on a regular basis.

41. We recommend that:

41.1 A Commonwealth ‘Youth for the Future’ Initiative, open to all members, should
be established1, through which the Secretariat would promote, facilitate and co-
ordinate a decentralised programme for skills transfer and for fostering youth
enterprise. This programme would comprise national contributions and schemes
by Commonwealth members in:

• youth volunteering (with an emphasis on transferring new technologies and
supporting new approaches for achieving sustainable development);

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1 In accordance with the terms of reference and guidelines set out in the ‘Youth for the Future’ Task Force
report to Leaders.
• youth mentoring (linking experienced executives and skilled youth volunteers with young entrepreneurs to transfer business planning and practical skills, and sports programmes that foster youth development);

• youth leadership awards (scholarships offered to outstanding young Commonwealth citizens to prepare them for leadership); and

• youth enterprise (whereby the CYP will progressively strengthen its focus on fostering Commonwealth youth’s role in economic development, notably in youth enterprise, in small business and in community trade).

41.2 The existing Commonwealth Scholarships and Fellowships Programme should be made more flexible in terms of what universities and tertiary institutions offer students and young people, to ensure that all countries have an opportunity to participate in the Commonwealth scholarship scheme and that young people are offered a wider range of choice and Commonwealth experience.

41.3 Commonwealth governments, in conjunction with the private sector, should explore opportunities for enhanced access by Commonwealth students to higher institutions of education and learning in Commonwealth countries.

V. THE COMMONWEALTH’S GOVERNANCE AND STRUCTURES

42. The Commonwealth today is a large family, serviced by a wide variety of organisations that are inter-governmental, semi-governmental or non-governmental in character. Governments make contributions to, and/or are represented on the governing bodies of, a number of these organisations.

43. We believe that the Commonwealth will be better placed to fulfil the mandates and roles identified by Heads of Government if all members of the family work more closely with each other. We also believe that a rationalisation of the governance of the Commonwealth Secretariat and greater consultation and collaboration among inter-governmental and other bodies would also help to make the Commonwealth more coherent, effective and relevant.

44. It is essential that every programme and activity assisted by the Commonwealth produce lasting (sustainable) beneficial change in member countries. Careful management of the design and delivery of programmes and activities, including monitoring of progress and evaluation of outcomes/results, is needed to ensure that this happens. Results-based management has proved effective in other aid agencies and is being applied in most multilateral aid organisations.

45. We recommend that:

(i) Commonwealth Secretariat

45.1 The Secretariat’s governance arrangements should be streamlined and integrated in order to improve efficiency and transparency, and to improve governments’ direction and oversight of the total resources they contribute to Commonwealth activities.
45.2 The work of the Commonwealth Secretariat’s four funds should be overseen by a new body, the Board of Governors. The existing governing bodies, viz. Steering Committee of Senior Officials (SCOSO), Finance Committee and Board of Representatives (BOR) of the Commonwealth Fund for Technical Cooperation (CFTC) should be dissolved and replaced by the Board of Governors. In respect of the CYP and the CSC budgets, the Board will delegate authority to their respective current governing bodies and will consider reports from them; this arrangement will be reviewed at the next CHOGM in the light of experience. The Board of Governors will be chaired by a senior official of a member country, who will be elected by the Board. The integrity of the four funds, viz. ComSec, CFTC, CSC and CYP, should be preserved.

45.3 The Board of Governors, on which all Commonwealth governments should be represented, should meet annually (in May) to give strategic direction on major policy issues, review implementation of CHOGM mandates and approve strategic plans, work programmes and budgets (in a two year cycle that is synchronised with CHOGMs).

45.4 The Board of Governors should review the implementation of CHOGM mandates, thus supplanting the functions of the Commonwealth Senior Officials Meetings in non-CHOGM years. The Board of Governors may meet outside the UK from time to time.

45.5 The Finance Sub-Committee (FSC) and the CFTC’s Committee of Management (COM) should be dissolved and replaced by an executive committee of the Board of Governors, which should meet every quarter to oversee budgets and audit functions and make policy recommendations to the annual meetings of the Board. Its membership, like the present FSC and COM, should be geographically balanced and include the major contributors. It will be chaired by an official of a member country.

45.6 The Executive Committee of the Board of Governors should undertake as a matter of urgency a review of the adequacy of the ComSec budget and specifically the resource implications of the decisions of the CHOGM on the High Level Review.

45.7 The Commonwealth of Learning (COL), based in Vancouver, should retain its present governance structures. The Board of Governors of the Commonwealth Secretariat will receive reports from COL’s Board periodically. COL and the Commonwealth Secretariat should regularly consult with one another and coordinate their work with a view to achieving better synergy, thus giving greater impact to the Commonwealth’s education programmes.

45.8 In order to implement the recommendations of the HLRG and the Coolum CHOGM mandates effectively, the Commonwealth Secretariat’s structure should be streamlined and simplified to achieve greater cost-effectiveness and a more productive synergy between work in the political, economic, social and development sectors, along the lines of the recommendations of the CFTC Rethink and the Draper Report on Change Management. The Secretariat should strengthen the quality and sustainability of its work by employing results-based
management in all its programmes. The Commonwealth Secretary-General should be responsible for effecting the necessary changes, which should include strengthening the capacity for Good Offices, strategic policy development, and referrals (i.e. assist countries to access resources and assistance from other organisations), as recommended in recommendation 14.1 in Section III, and recommendations 29.2 and 31.2 in Section IV, respectively.

45.9 These new governance arrangements and changes to the Secretariat’s structure should become effective as soon as practicable after the Coolum CHOGM starting in July 2002.

(ii) Commonwealth Co-ordination

45.10 The Apia Committee (formerly the Commonwealth Agencies Consultative Committee, comprising the Commonwealth Secretariat, Commonwealth Foundation and COL) should be renamed as the Co-ordination Committee for Commonwealth Agencies (CCCA). Meeting every quarter, CCCA should be responsible for improving co-ordination and co-operation among Commonwealth organisations, with a view to developing joint programmes and reducing duplication of effort. Depending upon the subjects that it addresses, the Committee should invite other pan-Commonwealth bodies as well as NGOs to participate in its meetings. The Commonwealth Secretary-General should chair the Committee’s meetings. The Chairpersons of the Secretariat’s Board of Governors and its Executive Committee should also be members of CCCA.

45.11 The Commonwealth Secretariat and the Commonwealth Foundation should avoid duplication of effort and seek greater co-ordination and synergy in overlapping areas. The Secretary-General, in consultation with the Commonwealth Foundation, should prepare a report on this for the consideration of the Secretariat’s Board of Governors in December 2002.

(iii) Mandates of Commonwealth Organisations

45.12 CHOGM remains the highest authority of the Commonwealth and as such has a responsibility to monitor respect for its mandates by any of the organs of the Commonwealth. They should operate within the framework of their respective mandates as prescribed by CHOGM taking into account that there may be a need to review the relevance of their mandates from time to time.

45.13 Sunsetting or review mechanisms should be integral to all future decisions to establish new Commonwealth bodies or programmes. The Secretary-General should constitute a committee of member governments to undertake a review to determine whether some Commonwealth organisations that were established at the request of Commonwealth governments for specific purposes may have outlived their original mandates, or whether their work could be integrated with the work of other bodies. The Committee should make recommendations to governments, which will be discussed at a special session during the Secretariat’s Board of Governors meeting in December 2002.
(iv) Commonwealth Heads of Government Meetings (CHOGMs)

45.14 The format of CHOGMs should continue to be improved so as to minimise the time devoted to routine matters and maximise the time that Heads of Government have to discuss issues that are of collective interest. A representative of the incoming Chairperson-in-Office should chair the CHOGM Committee of the Whole. The Committee’s Report on functional co-operation should be prepared and approved in London a month before CHOGM by officials from High Commissions (and officials who wish to come from their respective capitals). This would help to reduce the pressure on delegations at CHOGM as well as enable them to go to CHOGMs fully briefed on the content of the functional co-operation Report.

(v) Ministerial Meetings

45.15 As far as possible, ministerial meetings should be convened in the margins of other major international meetings. The Secretary-General should explore opportunities for greater interaction with Commonwealth Foreign Ministers, who presently do not meet separately as a group. He should ascertain whether Foreign Ministers see value in meeting regularly, preferably in the margins of another international meeting, in order to discuss matters of collective interest.

45.16 The host government should chair the Committee of the Whole and Communiqué drafting committee at future ministerial meetings.

(vi) Role of CHOGM Chairperson-in-Office

45.17 The Chairperson-in-Office could usefully play a representational and political role, complementing that of the Secretary-General, which will help to raise the profile and stature of the Commonwealth. While the role of the Chairperson-in-Office should not be defined too rigidly, he/she could reinforce the Good Offices role of the Secretary-General and contribute to strategic advocacy of Commonwealth positions in high-level international fora. The Foreign Minister of the country of the Chairperson-in-Office should be a member of CMAG. A representative of the incoming Chairperson-in-Office should chair the CHOGM Committee of the Whole.

VI. PEOPLE-TO-PEOPLE LINKS: THE COMMONWEALTH’S CIVIL SOCIETY

46. There are a large number of officially recognised pan-Commonwealth professional associations and NGOs that have either a general or specialised interest in different Commonwealth activities. We believe that the networks for sharing expertise, information and experience among these organisations, people-to-people links, and the existence of a wider Commonwealth civil society are valuable assets that give the Commonwealth a depth and reach that is unique.
47. Sport also plays a particularly valuable role in promoting people-to-people links across the Commonwealth, especially through events like the Commonwealth Games, which are also a celebration of the Commonwealth’s rich diversity. The pursuit of excellence in sport at the Games also helps to inspire and engage the attention of younger people in all parts of the Commonwealth.

48. The strengthening of links between the official and the non-governmental Commonwealth, and among Commonwealth NGOs, will help to give Commonwealth activities greater impact.

49. We recommend that:

49.1 The Secretary-General and the Director of the Commonwealth Foundation should, in consultation with the Chairpersons of the Secretariat’s Board of Governors and its Executive Committee, discuss with interested Commonwealth professional associations and NGOs how they could be organised into different focus groups, based on their functional interests, that could be invited to interact with the proposed Co-ordination Committee for Commonwealth Agencies (CCCA) (see recommendation 45.10 in Section V). This will help to develop greater synergy among these various organisations.

49.2 There should be greater opportunities for Commonwealth NGOs to co-ordinate their programmes more effectively with official Commonwealth programmes and objectives, such as through meetings of the CCCA and the consultative mechanisms of the Commonwealth Foundation. The objective is to create, where mutually beneficial, greater synergy and partnership between the official and the unofficial Commonwealth.

49.3 There should be stronger and better-structured relations between the official and the unofficial Commonwealth. Taking into account the findings of the joint study on this subject by the Commonwealth Secretariat and the Commonwealth Foundation, the Secretary-General, in consultation with member governments, should propose a set of sound and consistent criteria for the accreditation of organisations as pan-Commonwealth NGOs, and for their accreditation to Commonwealth Ministerial meetings and CHOGM, for the approval of the Commonwealth Secretariat’s Board of Governors in December 2002. These criteria, at the very minimum, should require organisations seeking accreditation to be committed to the Commonwealth’s fundamental values; to represent the true diversity of Commonwealth countries; to be transparent in their activities; and to be open to all Commonwealth members.

49.4 All Commonwealth governments and organisations should seek appropriate opportunities to promote and publicise the fundamental principles and achievements of the modern Commonwealth, to foster greater awareness of the value of the association. Where feasible, Commonwealth governments should designate specific Commonwealth Centres within their countries to disseminate information about the Commonwealth and organise special events on occasions like Commonwealth Day.
49.5 The Commonwealth family needs to do more to highlight the value of the association among young people in education and other target groups such as Commonwealth parliamentarians and the media. In consultation with member governments, the Secretary-General should draw up a plan for this purpose for the approval of the Secretariat’s Board of Governors in December 2002.

VII. CONCLUSION

50. As we look to the new century, we are conscious of the great strengths of the Commonwealth derived from its historical role in the struggle against colonialism and racism, the dismantling of apartheid in South Africa, and the support for the economic and social advancement of our countries. The Commonwealth is now an association in which all members relate to each other on a basis of equality and friendship, and which re-dedicates itself to promote cultural diversity and fight the scourge of racism and racial discrimination.

51. Today, the Commonwealth is in the forefront of the international community in promoting democracy, the rule of law, good governance, gender equality and sustainable development. It is a source of valued help to all of its members, both large and small. It has also acquired a special role, in particular, as an advocate of the interests of small states and Least Developed Countries. We cherish its capacity for conflict resolution and peace-building, and its ability to act as a bridge builder across racial, political and economic divides. We believe that these qualities are of great value to us in tackling the challenges of the new century and building a world of tolerance, peace and security. We reaffirm our commitment to live by its values and principles. We believe that the proposals in this Report will enable the Commonwealth to deploy the available resources to best effect and play a distinctive and enlarged role in the decades ahead for the benefit of all its peoples.

3 March 2002
ANNEX A

The Commonwealth Ministerial Action Group on the Harare Declaration (CMAG)

Realising Millbrook

The Commonwealth Ministerial Action Group (CMAG) recommends to the High Level Review Group the following remit:

1. CMAG is a vital source of support and encouragement to member countries in upholding the fundamental political values of the Commonwealth as established in the Harare Declaration.

2. CMAG, with the support of the Secretary-General, should provide assistance and advice to Commonwealth countries as they seek to protect and promote democracy, democratic processes and institutions which reflect national circumstances, just and honest government and fundamental human rights, including equal rights, the rule of law and the independence of the judiciary, freedom of expression and the enjoyment of such rights by all individuals regardless of gender, race, colour, creed or political belief.

3. In this regard, the Commonwealth Secretary-General might be asked to undertake periodic reviews of the Commonwealth’s success in adhering to the fundamental political values of the Harare Commonwealth Declaration.

4. CMAG should support and reinforce the preventive work undertaken under the Good Offices role of the Secretary-General and solicit, where appropriate, the intervention of the CHOGM Chairperson-in-Office, whose ministerial representative should be invited to join CMAG.

5. Reinforcing the interlinkage between democracy and economic and social progress and acknowledging the importance of enhancing the capacity of countries to support democratic processes, CMAG should provide broad strategic direction to the Secretary-General for the provision of technical assistance required by member governments to strengthen the rule of law, independence of the judiciary, democratic frameworks, free media and policing capacity.

6. As agreed by Heads of Government at Millbrook, CMAG should take appropriate steps to express the collective concern of Commonwealth countries and to encourage adherence to the fundamental political values of the Commonwealth where a member country is perceived to be in persistent or serious violations of those values, most obviously where a democratic government has been overthrown, but also where the Commonwealth may be constructively engaged to prevent situations of concern from deteriorating further.

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2 This paper was agreed by CMAG Ministers and submitted by CMAG’s Chairman to the Chairman of the High Level Review Group in September 2000, for its consideration.
Such steps could include:

(i) Consultation by the Chairman of CMAG or the Secretary-General with the government concerned;

(ii) Appointing an envoy or group of eminent Commonwealth representatives to facilitate constructive dialogue in the country concerned;

(iii) Encouraging bilateral démarches by member countries, especially those within the region, both to express disapproval and to support early adherence to the Commonwealth’s fundamental political values;

(iv) Soliciting the support and intervention of regional organisations in promoting adherence to the Commonwealth’s fundamental political values;

(v) After due consultations, the prompt public expression by the Secretary-General of the Commonwealth’s collective disapproval;

(vi) Suspending the member country concerned from the councils of the Commonwealth;

(vii) While under suspension from the councils of the Commonwealth, a member country should not receive new Commonwealth technical assistance, other than that directed to the restoration of democracy;

(viii) Stipulating an appropriate timeframe for the re-adherence to the Commonwealth’s fundamental political values, after which CMAG could recommend that the member country concerned be fully suspended from the Commonwealth;

(ix) Other steps considered necessary to engage a member government on the need for progress or to express the collective concern of the Commonwealth;

(x) 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.

In circumstances of continuing serious breaches of the Commonwealth’s fundamental political values, CMAG may consider recommending to Heads of Government that the member country concerned be expelled from the Commonwealth.

25 August 2000
ANNEX B

Youth for the Future

Task Force Report to HLRG Senior Officials

High Level Review Group leaders, meeting in New York in September 2000, identified ‘Young People and the Commonwealth’ as a theme suitable for the consideration of Heads of Government.

Recommendation 41.1 of the High Level Review Group (HLRG) calls for the establishment of a pan-Commonwealth Youth for the Future programme, an initiative composed of four related components for technology and skills transfer and for fostering youth enterprise. At Singapore in July, HLRG Senior Officials agreed that a Task Force would develop operational guidelines to assist members wishing to participate in Youth for the Future.

The HLRG Task Force met twice in London (on 3 August and 7 September). It invited all Commonwealth member governments to attend and share their views and consulted relevant interested Commonwealth organisations. The Task Force’s report to HLRG Senior Officials contains a summary description of Youth for the Future as well as operational guidelines. The initiative will strengthen Commonwealth members’ ability to address poverty reduction by tapping the skills, knowledge and energy of a highly motivated younger generation, and by promoting adherence to the Commonwealth’s fundamental values.

A further Task Force meeting after the Coolum CHOGM will be convened by the Commonwealth Secretariat to operationalise Youth for the Future. As the focal point for facilitating the initiative, the Secretariat would provide information on its main elements, oversee and ensure equitable coverage amongst members and organisations through the website. Information describing how individual Commonwealth members and organisations plan to participate in Youth for the Future is provided in a separate document.

Australian High Commission, London
Youth for the Future

A Pan-Commonwealth Initiative for the 2002 Coolum CHOGM

The Commonwealth's future lies in the hands of its youth. They are the inheritors of its fundamental values in promoting respect for diversity, economic and social development, democracy and good governance. They are a major resource for supporting and strengthening these values. Youth also makes a major practical contribution to development across the Commonwealth. The challenge is to enlist the skills and enthusiasm of youth more fully to assist development across the Commonwealth in the new century.

Youth for the Future takes up this challenge by mobilising young people to transfer needed technology and skills and by fostering youth enterprise. Youth for the Future uses already established and functioning international programmes, giving them greater coherence and impact. Most of the resources provided by participants in Youth for the Future are used for 'on the ground activities' rather than for programme management.

The Objectives of Youth for the Future

The initiative aims to promote adherence to the Commonwealth's fundamental values and to strengthen Commonwealth members' ability to address poverty reduction and the 2015 Millennium Development Goals by tapping the skills, knowledge and energy of young people and enhancing their social and economic integration across the Commonwealth.

The main objectives of Youth for the Future are:

- To promote respect for diversity and strengthen the Commonwealth's capacity to tackle poverty and to contribute to achieving the 2015 Millennium Development Goals through economic and social development.
- To facilitate the transfer of much-needed skills and knowledge for development across the Commonwealth through youth enterprise development, youth volunteering, youth mentoring and youth leadership education.
- To promote economic and social integration of young people based on international co-operation, commitment to fundamental Commonwealth values among the next generation of Commonwealth leaders and the active involvement of young people in Youth for the Future.
- To maximise 'on the ground' transfer of skills and knowledge by avoiding the costs of a centralised programme management.

Key Features of Youth for the Future

Youth for the Future will operate as a decentralised programme open to all Commonwealth members, citizens and organisations. It will comprise contributions in the form of access to eligible international programmes in:

- Youth Enterprise Development: activities designed to promote youth livelihoods and enhance poverty reduction with support for a progressive reorientation of the Commonwealth Youth Programme towards enterprise development;
Youth Volunteering: emphasising transfer of new technologies and new approaches for achieving sustainable development;

Youth Mentoring: linking experienced executives and skilled youth volunteers with youth entrepreneurs to transfer business planning and practical skills;

Youth Leadership: scholarships offered to outstanding young Commonwealth citizens to prepare themselves for leadership roles.

To be eligible, participating programmes and activities must fit into at least one of these strands and confer international development benefit to Commonwealth members.

The Commonwealth Secretariat would facilitate and promote *Youth for the Future* among the membership, including convening meetings as needed to achieve full implementation of the scheme. The Commonwealth Secretariat will convene annually a special Consultative Meeting to review progress, to look at ways to enhance efficiency and effectiveness, and to determine programme eligibility. If the need arises, the Secretariat will convene other meetings of participating members and organisations in London to ensure timely and effective decision-making.

A Secretariat-based website would describe the scheme and co-ordinate the involvement of Commonwealth members, organisations and citizens. The website would channel specific requests via hotlinks to participating organisations and programmes.

The initiative will promote North-South and South-South collaboration across the Commonwealth. Under the initiative activities that address the grave challenge to youth of HIV/AIDS would be encouraged.

Participants will report annually to the Secretariat on their contributions to *Youth for the Future*. The Secretariat will report to the 2003 CHOGM on the achievements of the scheme.

Wider support for the initiative through corporate sponsorship will be explored and developed.

Taken together, the four strands of *Youth for the Future* establish a new overall direction for Commonwealth support for youth, mobilising resources available in national programmes and revitalising the Commonwealth Youth Programme.
Youth for the Future – a Pan-Commonwealth Scheme

Draft Guidelines for Participating Members and Organisations

Introduction

The guidelines address how a decentralised youth volunteering, mentoring, leadership and enterprise development scheme, with wide Commonwealth appeal, would work by building on existing international programmes.

Open to all Commonwealth members, citizens and organisations, Youth for the Future will promote North-South and South-South collaboration across the Commonwealth, complementing existing youth exchange schemes. It will strengthen the coherence of current youth programmes with Commonwealth objectives, and build Commonwealth capacities by tapping more fully the talents of the highly motivated younger generation. Activities which address the grave challenge to youth of HIV/AIDS are encouraged.

Participating in Youth for the Future

Member countries and Commonwealth organisations can participate in any of the four components of Youth for the Future:

- Component 1: Commonwealth Youth Enterprise Development (CYED)
- Component 2: Commonwealth Youth Volunteering (CYV)
- Component 3: Commonwealth Youth Mentoring (CYM)
- Component 4: Commonwealth Youth Leadership (CYL)

Member countries and Commonwealth organisations can participate as ‘service providers’ or as ‘service seekers’, or as both. ‘Service providers’ pledge the involvement of existing programmes under one or more of the components. ‘Service seekers’ request the services of youth volunteers and mentors for particular assignments, or seek leadership education awards, or request youth enterprise development services.

To be eligible, participating programmes and activities must fit into at least one of these components and confer international development benefit to Commonwealth members.

Youth for the Future Website

A Youth for the Future website will be developed to describe the scheme and to co-ordinate the involvement of Commonwealth members, citizens and organisations. Hardcopy and CD-ROM versions of the website information will be available for prospective participants without access to Internet. The website will list the participating programmes under each component of Youth for the Future. It will enable members who have identified specific needs to link with participating programmes, providing a quick and efficient vehicle to respond to needs and enhanced communication between member countries. The website will do this by channelling requests via hotlinks to the participating organisations.
Component 1: Commonwealth Youth Enterprise Development (CYED)
Youth enterprise development represents a promising avenue for young people to create their own sustainable livelihoods, particularly when supported by appropriate programmes and a supportive policy environment. Successful enterprise development programmes such as those run by the CYP and other agencies provide valuable lessons on 'what works' for the promotion of youth livelihoods in the private sector and beyond.

As an example of successful programming in this area, the CYP aims to assist young people to:
- identify viable small enterprises within their community;
- develop business plans;
- establish small business operations.

Training in business skills, mentoring and other business support services; encouragement to financial institutions to provide affordable credit; promotion of inter-firm networks and self-help associations; facilitating learning and exchange of experience among practitioners; and making greater use of new and traditional information and communications technologies are all areas in which national and multilateral efforts can constructively be mobilised.

To respond more comprehensively to the challenge of youth entrepreneurship, CYP will expand and refocus resources to the Youth Enterprise Development programme in all Commonwealth regions. To strengthen impact and sustainability, the programme could seek private sponsorship or contributions in kind. As part of their contribution to Youth for the Future members may wish to contribute to strengthening and expanding the CYP and other agencies’ enterprise development programmes.

Component 2: Commonwealth Youth Volunteering (CYV)
Young people have recognised strengths in mastering and transferring new technologies. The Youth Volunteering component focuses on transferring new technologies through the skills of young volunteers. This component uses current international volunteer programmes as the main vehicle.

New technologies are defined broadly to include not only Information and Communication Technologies (ICTs) but also innovative engineering, renewable energy and medical technologies, etc., as well as new policy and practical approaches for achieving poverty reduction and sustainable development outcomes.

Youth Volunteers with relevant skills and abilities are placed in short-term assignments working with local counterparts in their area of expertise. To consolidate the skills transfer and strengthen human and professional linkages, youth counterparts can be offered short internships in workplaces specialising in the relevant new technology.

Component 3: Commonwealth Youth Mentoring (CYM)
Building youth skills is a key to accelerating economic development and reducing
poverty. However, young people in developing countries need more than just skills to succeed. They need guidance and support to plan and achieve their goals.

CYM will link experienced mentors with relevant experience with groups of young people in Commonwealth developing countries. This component builds on the existing infrastructure of executive service and volunteering schemes. For example, youth mentors, sometimes with the assistance of a youth volunteer, work with groups of young people to transfer business planning and practical skills or in sports programmes that foster youth and community development. Youth mentors are placed in short-term assignments in countries across the Commonwealth.

**Component 4: Commonwealth Youth Leadership (CYL)**

To promote excellence in governance, a small core of prestigious youth leadership awards are offered to outstanding young Commonwealth citizens. In addition to obtaining postgraduate qualifications, awardees are offered opportunities to experience governance practice to prepare them for leadership roles in their home country. CYL Awards will draw on national programmes with each Commonwealth providing member having the flexibility to structure and offer youth leadership awards which fit their existing scholarship schemes.

**South-South Participation**

South-South participation should be an element of all Youth for the Future components. The Commonwealth Secretariat will promote and facilitate such South-South participation.

**Role of the Commonwealth Secretariat**

Following CHOGM, the Secretariat would take on the main role in facilitating and promoting Youth for the Future. As a focal point for facilitating the scheme, the Secretariat would provide information on it to all interested members, organisations and individuals through maintaining and updating the Youth for the Future website. Australia will provide technical support for the first two years of the website’s operation.

Participating countries and organisations will report annually to the Commonwealth Secretariat on the costs and benefits (outcomes) of their participation in Youth for the Future.

The Secretariat will convene annually a special Consultative Meeting on Youth for the Future of all participating members and organisations. The annual Consultative Meeting will be the main mechanism to review progress, to look at ways to enhance the efficiency and effectiveness of the scheme, and to determine programme eligibility. If the need arises, the Secretariat will convene other meetings of participating members and organisations in London to ensure timely and effective decision-making. The Secretariat would report to the 2003 CHOGM on the achievements of Youth for the Future.

3 March 2002