

TRANSFORMING SOCIETIES

CAPACITY-BUILDING AND SKILLS TRANSFER



Commonwealth Fund for Technical Co-operation

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Commonwealth Secretariat

Commonwealth Secretariat
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CONTENTS

Foreword	4
Capacity Development: Introducing the CFTC	6
Enhancing Trade, Competitiveness and Enterprise Development	9
Managing Debt, Promoting Investment and Facilitating Access to Finance	15
Strengthening Public Sector Service Delivery	19
Supporting Economic and Environmentally Sustainable Development	25
Driving Social Transformation	29
Promoting Human Rights, Democracy and the Rule of Law	33
Appendices	39

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FOREWORD

The Millennium Development Goals (MDGs) provide a framework for the development programmes of the Commonwealth Secretariat and in particular its main development fund, the Commonwealth Fund for Technical Co-operation (CFTC). Mandates from Commonwealth Heads of Government, who meet every two years, and from ministerial meetings, establish priority areas of action for the Secretariat. These are collectively articulated in the Secretariat's Strategic Plan.

The year 2007 should have been a significant milestone on the road to attaining the MDGs, representing as it does the halfway point between the 2000 adoption of the goals and their 2015 target date. However, despite stronger growth rates globally and across most regions in recent years, there has been uneven progress towards the attainment of the MDGs. Regrettably, the situation in the Commonwealth has reflected that in the wider global community.

Overall, while there have been some successes, the record of Commonwealth countries is very mixed. Of the 31 countries identified by the UN Human

Development Report 2006/2007 as making slow progress towards attaining the MDGs, nine are in the Commonwealth. On the positive side, 11 are making fast progress. The development challenges confronting the world – and the Commonwealth – at this halfway point remain daunting, as the following statistics show:

- One in every five people in the world is still living on less than \$1 a day, and two in five on less than \$2. Eight hundred million Commonwealth citizens live in poverty.
- Seventy-two million children are not enrolled in primary school; 30 million of these are in the Commonwealth.
- Forty million people are living with HIV/AIDS and 3 million die from it annually; 54 per cent of people who are HIV-positive live in Commonwealth countries.
- Over a billion people have no access to clean water, and even more are without basic sanitation.

In all of this, women suffer disproportionately. Two-thirds of those below the poverty line and two-thirds

of those who are unable to read or write are women. Half a million women die every year in childbirth, many of whom live in Commonwealth countries. Many more women than men now suffer from HIV/AIDS.

We have an obligation to this and future generations to halt and reverse these trends. To do this, we must adopt progressive policies, globally and nationally, and broaden and deepen the positive developments that are taking place in many parts of the developing world – though, regrettably, not yet in all. We must ensure that the lives of those living in poverty and deprivation are significantly improved.

Since 1971, the CFTC has been helping member states to develop their capacity to pursue pro-poor policies that contribute to economic growth and sustainable development. It has assisted them in deepening democracy, and in strengthening governance, the rule of law and respect for human rights. It continues to do this through giving policy advice and helping to strengthen institutions and impart skills that are at the heart of successful development. The CFTC's approach is demand driven, in recognition of the critical importance of country ownership and leadership for development to be effective.

This is a critical contribution to promoting development and improving governance. All sides of the development debate have noted that without sufficient country capacity, development efforts are unlikely to succeed, even if the enhanced funding commitments made by the G8 countries and others in recent years are realised. Capacity-building is a fundamental component of development, a vital underpinning of aid effectiveness and a key element in achieving the MDGs.

The CFTC is seen by many Commonwealth members as a cost-effective development facility. We pride ourselves on being a trusted and rapid response partner based increasingly on South-South co-operation. We have taken account of lessons learnt



both from our past programmes and those of our development partners to build a shared understanding of what works in development. We continue to stress the need for sustainability in the design and outcome of our technical co-operation interventions so as to ensure that the benefits of assistance continue after our contribution has ended.

Commonwealth Heads of Government, at their meeting in November 2005, endorsed the Secretary-General's call for all member governments to increase their contributions to the CFTC by 6 per cent per annum in real terms over the next five years (2005–2010). So far, more than half of Commonwealth governments have responded to this call. We look forward to increased voluntary contributions to the CFTC.

We remain deeply committed to working with member countries and we urge continued support for the CFTC in its efforts to promote pro-poor development.

Ransford Smith
Deputy Secretary-General

CAPACITY DEVELOPMENT: INTRODUCING THE CFTC

Sustainable development depends on a number of key elements, including equitable trade, investment, protection of the environment, access to education and health care, gender equality, democracy, good governance and respect for human rights. From its inception in 1971, the Commonwealth Fund for Technical Co-operation (CFTC) has addressed these issues through the technical assistance which it provides to developing countries within the Commonwealth.

CFTC resources are used to further the goals and programmes of the Commonwealth Secretariat, and these are closely aligned with the Millennium Development Goals (MDGs) and the key targets that the international community is committed to achieving by 2015. The Secretariat's work focuses on pro-poor policies and sustainable economic growth and development, as well as measures to prevent or resolve conflicts, strengthen democracy and promote the rule of law and human rights.

The primary objective of CFTC assistance is to help developing Commonwealth countries to acquire the knowledge and institutional capacity needed to address their own development priorities. This enables them to take advantage of the opportunities provided by globalisation and to minimise its risks.

A key focus of CFTC assistance is to support national and regional programmes that aim to reduce poverty and promote sustainable development. Public sector development is a central theme of CFTC projects, as strong institutions and the efficient use of resources are essential to the attainment of the MDGs.

Millennium Development Goal 8 seeks the creation of a global partnership for development, an area in which the CFTC has particular strengths. Key targets are:

- the development of a rule-based, predictable and non-discriminatory trading and financial system;

- a focus on the special needs of the least developed countries, and of landlocked and small island developing states;
- management of debt;
- the development of productive work for young people;
- access to affordable essential drugs;
- making available the benefits of new technologies.

Also of particular relevance to the CFTC are the MDGs relating to universal primary education, eliminating gender disparity in primary and secondary education, reducing maternal and child mortality, and halting and reversing the spread of HIV/AIDS.

How the CFTC inspires change

The CFTC is a voluntary fund to which member states contribute and benefit according to their needs on a demand-led basis. It embodies the key principles of ownership and partnership.

A common language, shared traditions and similarities in administrative, legal and education systems enable members to share their experience and work together to improve standards and performance in a variety of sectors. The CFTC is a pioneer in South-South co-operation and has a long track record of working with institutions and deploying experts from the developing world to deliver assistance programmes. Its inclusiveness helps to advance the interests of all members, and especially smaller and more disadvantaged countries.

Supporting pro-poor policies

Aid effectiveness can be increased when countries take ownership of reform programmes and when aid is provided in accordance with an effective

country strategy. The Poverty Reduction Strategy Paper (PRSP) process has provided a good basis for doing this. The CFTC is funding the implementation of a project to monitor the support of donors and international financial institutions for country-owned poverty reduction strategies. With support from the UK Department for International Development (DFID), this project is assessing four Commonwealth countries with full PRSPs. Studies of Ghana, Malawi and the United Republic of Tanzania have been completed and a study of Bangladesh is in progress. Feedback has been very positive, and this work could become a longer-term activity involving more PRSP evaluations and leading towards a code of good practice.

Small projects – rapid response

The CFTC has proven capacity to handle small projects cost-effectively, flexibly and rapidly. It has an established record in working with, and bridging gaps in the work of, other international organisations. It effectively draws on the knowledge and resources of a vibrant network of Commonwealth professional and non-governmental organisations (NGOs). As a flexible fund, it also can be rapidly activated when urgent needs arise.

In the wake of the Indian Ocean tsunami in December 2004, a CFTC project supported the Government of Maldives in coping with the disaster. By March 2006, 23 volunteer doctors had been deployed for periods ranging from one to 12 months. This programme was co-funded with the Government of New Zealand's aid programme, NZAID.

Grenada was severely affected by the passage of Hurricane Ivan on 7 September 2004. The category 4

Hurricane reaped severe havoc on the island's agriculture and tourism industries and also caused wide scale damage to infrastructure. In response, the CFTC rapidly deployed seven experts including engineers, an architect, a physical planner, and a macroeconomist, as well as commenced studies of the nutmeg and livestock sectors, to assist with the planning and implementation of the Government of Grenada's post-Hurricane Ivan reconstruction and economic recovery programme.

Delivering expertise: Building strong institutions

The CFTC provides experts to both the public and private sectors through assignments that range from a few days to two or three years. More than 350 experts are provided each year, undertaking both long- and short-term assignments, and they are involved in institution-building and the training of local personnel so that the reach and impact of their work continues after their assignments end. Examples of this include an adviser who is assisting the Ministry of Fisheries and Marine Resources in Namibia with the development and transformation of the aquaculture sector into a viable and competitive industry. A Principal Parliamentary Counsel in Guyana has helped the Ministry of Legal Affairs to build its institutional capacity in legislative drafting.

The effectiveness of development depends on the quality of institutions and the CFTC gives emphasis to institutional building to meet country needs. Training and skills development programmes are an integral part of organisational reform and institutional building.

Sustainable development can only be achieved if it is supported by strong democratic and human rights

Women producing craft items in Pakistan. More than 350 CFTC experts provided each year help to develop local capacity





The International Conference on Small States and Economic Resilience held in Valletta, Malta, in April 2007

institutions. The CFTC also provides policy advice and technical assistance in support of national efforts to strengthen democratic and human rights institutions and mechanisms, including the development and promotion of 'best practice' and compliance with the relevant international instruments.

Training for development

Nearly 4,000 Commonwealth nationals benefit from CFTC-funded workshops and training courses each year. Training is often focused on middle and senior management as well as technical staff and usually entails short intensive courses directly related to the work environment. Training is done both locally and at Commonwealth centres of excellence through specially designed courses. The programmes respond to national and regional needs and are designed to improve the efficiency and effectiveness of the public sector in particular. They address such needs as:

- managing change in the public sector;
- developing e-government and e-business strategies;
- enhancing public expenditure management;
- strategies to enhance economic competitiveness;
- improving governance and combating corruption.

Advising governments

The Secretariat is a knowledge institution with staff providing expert advice to governments. Governments receive confidential and expert advice in areas such as the development of natural resources, the delimitation of maritime boundaries, debt management, and negotiations with the World Trade Organization (WTO).

Resident experts with extensive experience in the public sector also advise on public sector reform and restructuring, tackling corruption, developing robust oversight authorities and improving corporate governance. The CFTC also enables governments to draw on expert advice in such areas as enhancing competitiveness, export promotion policy and enterprise development, particularly for small and medium-sized enterprises (SMEs).

Assisting small states

Small states face particular developmental challenges as a result of their vulnerability to natural disasters and economic shocks, limited human resource capabilities and inability to create economies of scale. Of the 53 members of the Commonwealth, 32 are defined as small states, including all the Caribbean and Pacific members, most of which are small island developing states. Many of them are remote and lack adequate institutional infrastructure. The special needs of such states are recognised by the MDGs.

Most Commonwealth small states have populations of less than 1.5 million. They all need specialised and targeted assistance to help them sustain the progress they have made. Assistance for the most vulnerable economies is a central feature of the work of the CFTC, which allocates around 60 per cent of its resources to small states across the Commonwealth.

Building a network of partners

One of the Secretariat's comparative advantages is its ability to enhance its work through strategic partnerships. Work on emerging issues or models of best practice can be scaled up and achieve greater outreach and impact when supported by and channelled through the networks of Commonwealth partners. These partnerships also offer an effective means of addressing development needs across a wider geographical area.

Partners with which the Secretariat works regularly include regional intergovernmental organisations such as the Caribbean Community (CARICOM), the African, Caribbean and Pacific Group of States (ACP), the Pacific Islands Forum Secretariat (PIFS), the New Partnership for Africa's Development (NEPAD), the Southern African Development Community (SADC), the Common Market for Eastern and Southern Africa (COMESA) and the African Union (AU).

Educational institutions such as the University of the West Indies and the University of the South Pacific frequently host CFTC training events and have benefited from the placement of CFTC experts on their faculties.

The CFTC's partner training institutions include Commonwealth and international centres of excellence in such member countries as India, Malaysia, Malta, New Zealand, Pakistan and Singapore.

Importantly, it also partners with sister organisations such as the Commonwealth Foundation and the Commonwealth of Learning, and with Commonwealth professional associations such as the Commonwealth Parliamentary Association (CPA), the Commonwealth Business Council (CBC), the Commonwealth Local Government Forum (CLGF), the Commonwealth Association for Public Administration and Management (CAPAM), and the Commonwealth Association for Corporate Governance (CACG), to name but a few of the more than 80 such bodies.

ENHANCING TRADE, COMPETITIVENESS AND ENTERPRISE DEVELOPMENT

Competitiveness, increased exports and the development of small and medium-sized enterprises are key tools in the fight against poverty. Countries that compete successfully are able to increase employment opportunities and grow, thus improving the livelihoods of their citizens. Yet many developing states lack the capacity, policies and strategies to effectively tap international markets.

Assistance with trade policy formulation and negotiations

CFTC assistance focuses on building capacity for trade policy formulation, negotiations and implementation. The two major negotiating arenas are the WTO's Doha Development Round and the regional negotiations on Economic Partnership Agreements (EPAs) between the African, Caribbean and Pacific (ACP) countries and the European Union (EU).

Workers drying sheets of paper at this factory in India where handmade paper is produced for export. CFTC works with governments to enhance trade and competitiveness





The ACP Group of States in discussion with the European Commission on EPA issues at a senior officials meeting on trade

Experts have been placed with regional secretariats in the Pacific and Caribbean to help them prepare their EPA goods and services offers and demands to the EU. National and regional consultations have been held in the respective regions and the Commonwealth Secretariat has convened meetings to assist countries formulate and consolidate common negotiating positions at both the WTO and EU-ACP negotiations. Technical assistance continues to be provided in response to issues arising in the EPA negotiations.

A meeting in the Eastern and Southern African region for trade and fisheries officials and private sector operators helped formulate policies on fisheries subsidies in support of WTO and EU-ACP negotiations.

The Secretariat is also helping regions to develop their positions on investment in the context of EPAs. It recently assisted in the organisation of a technical working group meeting to review the current status of EPA negotiations on investment.

The Secretariat has also commissioned a series of studies and reports which analyse EPAs and investment issues. Among other outcomes, this has resulted in a publication, *An Assessment of the Overall Implementation and Adjustment Costs for the ACP Countries of EPAs with the EU*, which has facilitated discussions between ACP ministers and their EU counterparts.

Assistance on trade law

Increasing globalisation means that some of the world’s most vulnerable economies, particularly small states and least developed countries (LDCs), are faced with the necessity to reform their trade-related regimes. The Secretariat provides legal advice on the implementation of trade rules and on whether trade and trade-related policy reforms comply with WTO and other trade agreements. Advice has been provided on the WTO Agreement on Trade-Related Aspects of Intellectual Property Rights (TRIPS) to enhance access to safe affordable medicines; on how to modernise fiscal incentive regimes to attract investment in line with WTO rules and best practice (Belize, Malawi and St Lucia); and on accession to the WTO (Samoa and Tonga).

Improving competitiveness

Competitiveness involves increasing market share through product and market diversification, improving productivity and reducing transaction costs. The Secretariat aims to strengthen members’ competitiveness by improving their ability to formulate and implement appropriate national export and sectoral strategies, develop and access new markets, comply with international standards and

streamline customs and facilitation services.

Over the next several years, major growth sectors for many members, especially smaller states, are likely to be tourism and professional services, including areas such as education and health care, and medical tourism. It is clear that links between sectors will become more important as in future, the ‘value chain’ will largely determine the level of competitiveness of different sectors.

efficient trade, giving advice on creating a business friendly environment and analysing specific customs, trade and logistics-related problems that inhibit export competitiveness and effective trade facilitation.

National export strategies

Many member states need to diversify their export base to grow in a globalised trade environment. In 2004, an executive forum identified national export strategies as an important tool in improving competitiveness.

Since then, 14 countries have been assisted with developing export strategies; in 2006–2007, assistance was provided to Botswana, Fiji Islands, Grenada and Swaziland. Work is ongoing in Belize, St Vincent and the Grenadines, Uganda, Tonga and Namibia. In addition, regional workshops to enhance capacity and share experience were organised for the Pacific region, the Caribbean, and East and West Africa.

Box 1.1: Commonwealth ‘Hub & Spokes’ project

The ‘Hub & Spokes’ project promotes the effective participation of ACP countries in trade negotiations and reinforces their capacity to formulate trade policies that are consistent with their overall development strategies. It empowers negotiators in ACP countries through training and enhances their capacity to analyse and negotiate policies, and to develop multi-stakeholder trade policy consultative networks.

Six regional trade policy advisers – ‘hubs’ – are in post at the regional secretariats of the Common Market for Eastern and Southern Africa, Southern African Development Community, Caribbean Community, Pacific Islands Forum, Organisation of Eastern Caribbean States (OECS) and the African Union (AU) Commission.

In addition, trade policy analysts – ‘spokes’ – have been attached to ministries responsible for trade policy in Swaziland, Ethiopia, Federated States of Micronesia, Malawi, Guyana,

Jamaica, St Vincent and the Grenadines, Trinidad and Tobago, Seychelles, Sudan, Tonga, Rwanda, Dominica, Samoa, Botswana, Uganda and Comoros Union. Additional ‘spokes’ are earmarked for



deployment to Lesotho, Tanzania, Mauritius, Madagascar and Papua New Guinea. Six ‘spokes’ have been assigned to regional secretariats to work with ‘hubs’ and to reach out to other countries.

Through the training and sensitisation activities organised by the project, the knowledge and negotiating skills of more than 900 stakeholders was enhanced in 2006.

The project helped countries to develop their databases and enhanced the abilities of government officials to capture, process and use data to defend their negotiating positions.

Through technical briefs and papers, negotiators and trade ministers have been given tools to help them articulate their stands on issues of interest to their countries and engage in trade talks more effectively. As a result of these inputs, the number and quality of submissions and interventions by ACP countries to the WTO and in the ACP–EU EPA negotiations has increased and improved.

An online trade news bulletin and website have been developed, and there has been a significant increase in the number of stakeholders receiving trade news. The bulletin appears weekly.

The work of the ‘Hub & Spokes’ project has been hailed as invaluable, especially at this crucial time in the EPA and WTO negotiations.

The ‘hub’ in COMESA was an integral member of his team and was making an important contribution to the implementation of the regional trade agenda and to EPA negotiations in particular, said COMESA Secretary-General Erastus Mwencha.

PIFS Secretary-General Greg Irwin saw the ‘Hub & Spokes’ project as playing a big role in trade capacity-building in the Pacific region.

Len Ishmael, OECS Secretary-General, acknowledged the support provided by the project and the positive impact it has had in the region, especially in shaping the single market and ACP–EU EPA negotiations.



Loading sugar onto a lorry at the Port of Mombasa in Kenya. CFTC has worked extensively with Kenya to improve clearance times at its ports and airports

Among the key features of the export strategy programme are the development of capacity for strategic thinking and planning; identification of products and potential markets; the provision of a platform for fruitful interaction between different stakeholders, in particular the public and private

sectors; and fostering a sense of ownership of the process and its outcomes.

Professional services exports

The export of professional services, such as consultancies, legal services, education, health and IT-

Box 1.3: Examples of assistance to SMEs

- Mauritius has used CFTC technical assistance to implement an SME economic productivity benchmarking tool, develop a national SME networking strategy and policy, and train SME network facilitators.
- The CFTC and the Government of India hosted two pan-Commonwealth institutional capacity-building programmes to enhance the competitiveness of SMEs. They fostered South-South collaboration, better policies and practices in SME development, and networking among SMEs. The programmes demonstrated the link between SME development and poverty alleviation and considered implications for gender equality.
- Rice millers in Kerala, South India, improved their productivity and market competitiveness through CFTC technical assistance that complemented the government's support for the establishment of a rice-bran oil refinery in the region.
- With CFTC technical assistance and working with the National Fisheries Authority and Small Business Development Corporation, Papua New Guinea adapted the International Labour Organisation's (ILO) entrepreneurial training programme, 'Start and Improve your Business', to the needs of the owners of small fisheries. This was the first adaptation of the ILO's generic programme by a developing country. More than 300 potential and practising small/micro-fisheries operators have completed the first phase of the programme. So far, six trainers and two master trainers have been certified.
- An adapted version of the programme is now being used in Solomon Islands, Vanuatu, Cook Islands, Kiribati, Niue, Tonga and Samoa.

Box 1.2: Case study – Facilitating trade in Kenya

With CFTC help, Kenya has made significant progress in facilitating trade and improving clearance times through its ports and airports. The time taken to clear goods through the port of Mombasa has fallen from 17 days to under 11 and progress has also been made at the Jomo Kenyatta International Airport. Clearing and forwarding charges, port handling and, especially, storage and associated surcharges, imposed when goods are held up at port, have been significantly reduced and the system has become more predictable. These efficiency gains have been realised through the individual and collective efforts of Kenya's key trade facilitation agencies and institutions. Despite these improvements, more needs to be done, as improved trade facilitation has a positive ripple effect on the economy, spurring growth and reducing poverty.

The Kenya Trade Strategy, funded

and implemented with CFTC technical assistance, has four key elements. At its heart is a community-based system that uses electronic data interchange to reduce the work of clearing goods for both traders and public agencies. The system simplifies current procedures, increases transparency and improves control. It could reduce the average clearance time for goods at Mombasa by 77 per cent and at the airport by 75 per cent. The World Bank has provided US\$3.5 million to implement the system. Conservative estimates are that direct trade transaction costs at current levels of trade could fall by KSh300 million annually.

While the system is being developed, work will continue on the second element of the strategy. The wider environment for trade facilitation will be improved by streamlining the regulatory framework to facilitate the registration and operation of businesses

in Kenya, and developing ICT infrastructure, training and application in the public and private sectors (especially the Kenya International Freight Forwarders Association). The capacity of officers in key trade facilitation institutions will be strengthened and reforms in governance brought about by the community-based system will be reinforced. At the same time, there will be improvements made in the infrastructure used by key trade facilitation institutions.

Further measures to invest in telecommunications infrastructure, specifically the Kenya Electronic Payment and Settlement System, and to introduce enabling legislation will be important.

The final element of the plan requires investment in transport infrastructure and operations, focusing on the Kenya Railways Corporation and the arterial roads linking the ports, airport and land border crossing points.

enabled services, is a potential source of growth and employment creation for an increasing number of developing countries.

The Secretariat works with member countries to enable firms and enterprises to access the global services market and to compete regardless of size or distance from markets. At the same time, it provides government officials with the necessary tools and knowledge to promote and facilitate the export of professional services. Activities include assessing institutional support, local supply (content and quality) as well as the enabling environment (government policies). Market research is carried out and legal and regulatory issues are addressed. Training is provided for government officials, including commercial and trade attachés, and detailed strategic plans are drawn up on how to promote exports of professional services. Finally, proposals are made on how to market the services.

The main focus of the projects completed in Malta, Cyprus and Sri Lanka was marketing, while in Malaysia the objective was to review the institutional framework for promoting trade in services. A study on the feasibility of exporting health educational services from St Lucia was completed, together with a project for the promotion of professional services in the Commonwealth Caribbean, undertaken at the request of Caribbean Export Development Agency (Caribbean

Export). Case studies have been undertaken for four countries with the objective of developing an approach which can be replicated in the region. Projects are also under way in Guyana and Mauritius to develop a roadmap for the export of services, and requests from Kenya and Jamaica are being processed.

Box 1.4: Sanitary and phytosanitary standards in Nigeria

Ambassador Idris Waziri, former Minister of Commerce, Federal Republic of Nigeria, says: "I cannot fail to acknowledge and thank the Commonwealth Secretariat for responding positively to the request for technical assistance from the Government of Nigeria in the crucial area of strengthening our national capacity to meet both sanitary and phytosanitary measures as well as the technical standards of our international trading partners. This assistance will complement the government's renewed drive to boost the export of non-traditional agricultural commodities and will also improve food safety and quality control procedures in the country."



A female artisan at a market in Nairobi, Kenya makes metal boxes. Small and medium enterprises (SMEs) like this provide a way out of poverty across the Commonwealth. The CFTC helps SMEs and governments address the challenges facing this sector

Enterprise development

Across the Commonwealth, SMEs provide most of the employment and a first route out of poverty. There is ample evidence that promoting SMEs is a way of ensuring that the poor benefit from economic growth.

Despite their ubiquity, SMEs may be unable, however, to fulfil this poverty reduction role due to inappropriate government policies, inadequate managerial skills, low productivity, inability to comply with trade standards and regulations, and difficulties in exploiting new technologies, particularly ICTs.

The CFTC, with its wide experience of providing technical co-operation in a quick and streamlined manner, is well placed to assist member countries in addressing the challenges facing their SME sector. CFTC assistance focuses on improving the competitiveness of SMEs and the business environment in which they operate. It helps member governments to formulate appropriate strategies and policies, upgrade the human and institutional capabilities of SME operators, improve SME access to ICTs and foster public-private sector partnerships to help them comply with trade standards.

Seven countries are being helped to develop national and sectoral strategies to foster the emergence and growth of competitive SMEs. Three others have received support in devising strategies for the promotion of SMEs in their ICT sectors.

Workshops on SMEs and international standards, and the challenges of remaining competitive, have been held to highlight new developments in public and private industry standards and best practices.

Box 1.5: Testimony – SME development

In collaboration with the Government of India, the CFTC hosted six pan-Commonwealth institutional capacity-building programmes to enhance the competitiveness of SMEs across the Commonwealth. The outputs included fostering South-South collaboration, the institution of better policies and practices in SME development, and networking among SMEs. The programmes demonstrated the link between SME development and poverty alleviation. Gender mainstreaming has also been an important cross-cutting theme.

One of the participants, government representative Akhtar Zamin, comments: “I have learnt from the Indian experience the importance of SMEs and the contribution they can make

towards employment generation and poverty alleviation. Pakistan has developed its draft SME Act 2005. It will do well to learn from the Indian experience to avoid many pitfalls. The experiences gained and the insights developed through the Commonwealth-India Small Business Competitiveness Development Programme have helped me in my work to support SMEs.”

Another participant, Hibene Mwinga, of Zambia’s Ministry of National Planning, says: “The programme enhanced my understanding of the role of women in SME development. It has led Zambia to develop SME programmes that are not only pro-poor but also with a strong bias towards women.”

MANAGING DEBT, PROMOTING INVESTMENT AND FACILITATING ACCESS TO FINANCE

Prudent debt management is a major cornerstone in economic policy to ensure growth and development. By ensuring that debt is sustainable in the long term, poor countries are better able to apply resources to key development priorities aimed at poverty reduction and good governance.

While progress has been made by member countries in dealing with external debt and to a lesser extent domestic debt, capacity-building in debt management remains a major challenge. The CFTC’s capacity-building programme aims to assist member countries to adopt sound policies and practices.

Debt management

The Secretariat’s debt management programme entails assistance in two key areas: (a) with debt data compilation, recording and quality assurance using its Windows-based software, the Commonwealth Secretariat Debt Recording and Management System (CS-DRMS); and (b) advisory services in debt management, where there is now a growing demand for advice on strategy and institutional arrangements.

First launched in Sri Lanka in 1985, CS-DRMS is a leading debt information management solution. It is used in countries with very diverse institutions, debt positions, economic structures and stages of economic development. CS-DRMS is now installed in 56 countries (of which 44 are Commonwealth member

Box 2.1: Customer satisfaction

To mark the 21st anniversary of the CS-DRMS software, the Secretariat surveyed user sites to gauge satisfaction with its debt management capacity-building programme and to improve the overall efficiency and impact of its work. Users’ expectations regarding improvements to the debt management programme are now better understood. This information will help shape how the software is further developed.

More than 90 per cent of respondents said that CS-DRMS met all or most of their debt recording and management requirements. Country and regional training workshops were rated ‘excellent’ by 27 per cent of respondents, with another 63 per cent saying that they were ‘very good’. The hotline support service was considered ‘excellent’ or ‘very good’ by more than half of respondents, and 75 per cent felt that the CS-DRMS user documentation was ‘excellent’ or ‘very good’. The CS-DRMS website was also a hit, with more than half rating it as ‘very good’ and just under a quarter as ‘excellent’. On average, the capacity-building programme was rated ‘very good’.

A domestic debt management workshop in Nigeria. The Commonwealth Secretariat Debt Recording and Management System (CS-DRMS) helps governments and institutions record and compile their debt and advises them on debt management

countries) and in 75 institutions or debt offices. Users include all 32 Commonwealth small states, 14 HIPC countries and three of the ‘top ten debtors’. In addition, seven countries are using the new French version developed in collaboration with Organisation Internationale de la Francophonie (OIF). Emerging market economies such as India, South Africa, China and Thailand use CS-DRMS as do Nepal, Bhutan, and São Tomé and Príncipe.

The software allows countries to record not only external and domestic data relating to public and private sector entities, but also to undertake forward looking analysis for shaping their debt management and policies.

As part of its capacity-building in debt management, the Secretariat has organised 40 training workshops benefiting more than 800 participants since 2002. The main themes covered were debt data recording, debt analysis, debt data methodology, debt management theory and concepts, and CS-DRMS system administration.

Training on debt data recording is a key component of the overall capacity-building programme. However, there is growing demand by member countries for training on debt analysis and policy. Increased resources have been allocated to debt analysis and the most recent Commonwealth

Secretariat–International Monetary Fund (IMF) partnership programme, initiated in 2005 to build capacity among debt data compilers on best standards in debt data recording and compilation, is increasingly addressing debt policy and analysis issues.

Partnerships

The Secretariat actively collaborates with international and regional institutions and with other partners, to make its debt management assistance more broad based and effective. These include the World Bank, IMF, OIF, Crown Agents and Debt Relief International. The Secretariat, together with the Bank for International Settlements (BIS), European Central Bank, European Statistical Office, IMF, Organisation for Economic Co-operation and Development (OECD), Paris Club Secretariat, United Nations Conference on Trade and Development (UNCTAD) and World Bank, continues to work on the development of standards and methodology for compiling external debt statistics. It helps disseminate these new debt data standards to member countries through in-country workshops and regional seminars.

HIPC support

The Secretariat plays a significant role in helping empower, unify and strengthen the voice of Heavily

Box 2.2: A milestone in Papua New Guinea

The Commonwealth Secretariat has been helping the Government of Papua New Guinea along the path towards effective debt management since the inception of the debt management programme. The country’s Department of Treasury installed CS-DRMS in 1987. It maintains a database of the nation’s public and publicly guaranteed debt and has helped the government in budget preparation, loan strategy and negotiation, portfolio analysis, debt servicing and debt strategy formulation. CS-DRMS is also installed in the Bank of Papua New Guinea, where it is used for the monitoring of private sector debt.

Jeffrey Walua, from the Department of Treasury, says: “CS-DRMS 2000+ is very user-friendly. I can use all of its analytical features to contribute effectively to the government’s debt management

strategy. It is a technological innovation that will help my country manage its debt in an efficient and effective manner.”

CS-DRMS has helped the government cross-check creditor bills and ensure that debt service payments are accurate and timely. The latest Windows version, CS-DRMS 2000+, has been well received at the two Papua New Guinea sites, and in addition to debt data support, the software is used to develop national debt strategies.

CS-DRMS remains at the heart of Papua New Guinea’s debt management efforts and the country is grateful for continued support. The project has greatly helped it to monitor the level of public and private sector debt and has aided policy-makers in developing and implementing prudent debt management strategies.

Indebted Poor Countries (HIPCs) through a HIPC Ministerial Forum. In response to priorities identified in this Forum, a debt litigation clinic was established in 2006. It affords member states access to legal advice to achieve a sustainable exit from debt burdens and creditors’ litigation. The 2007 Commonwealth Finance Ministers Meeting agreed to change the name of the HIPC Ministerial Forum to the Commonwealth Ministerial Debt Sustainability Forum.

International financial standards and regulations

Regulatory authorities in Commonwealth countries must ensure that their financial systems meet international standards and adapt efficiently to the management of risk. The Secretariat’s work concentrates on small states or low-income countries which lack the resources to address international standards effectively on their own.

The Secretariat facilitates communication between International Trade and Investment Organisation (ITIO) members and international standard-setting bodies. A background study was commissioned on the OECD 2006 report on tax co-operation, *Towards a Level Playing Field*, followed by the publication of a review of the implications for Commonwealth developing countries, *Assessing the Playing Field – International Co-operation in Tax Information Exchange*.

The Secretariat was requested by member governments to provide assistance on the new Basle II – Capital Adequacy Accord, instituted by the Basle Committee on Banking Supervision, which sets worldwide standards. The new measure is highly technical and complicated, and analysing and implementing it demands skills that central banks

often lack. The Secretariat initiated a discussion forum for central bank governors and held a workshop in Mauritius for operational practitioners in the Southern Africa region.

Over the last ten years, a number of directives aimed at combating money laundering, the financing of terrorism and eliminating harmful tax competition have been issued to financial organisations, imposing significant compliance costs on developing countries. Although several countries have complained of damage to their reputations from being placed on non-compliance listings, very little research has actually focused on the impact of these initiatives on the international financial services sector in developing countries. In 2006, the Secretariat reviewed the impact of these measures on Barbados, Mauritius and Vanuatu and the findings were presented to the 2006 Commonwealth Finance Ministers Meeting. Further studies are being embarked upon for St Lucia, St Kitts and Nevis, and St Vincent and the Grenadines.

Improving access to financing

Less than 50 per cent of the population of developing countries have access to banking services. Member governments have identified this issue as one of growing concern, and have asked the Secretariat to do work in the area. While the issue is relevant to most Commonwealth jurisdictions, the Secretariat’s work will focus on small states and poor vulnerable economies. Financial inclusion programmes aim to bring banking services to the ‘un-banked’ and to develop financial literacy courses to improve people’s ability to make more informed decisions and act more astutely in matters affecting their financial wealth and well-being.



The Secretariat seeks market-friendly ways to make financial markets work for small and medium-sized enterprises. It facilitates private direct investment that enables SMEs to access long-term bank lending at affordable prices.

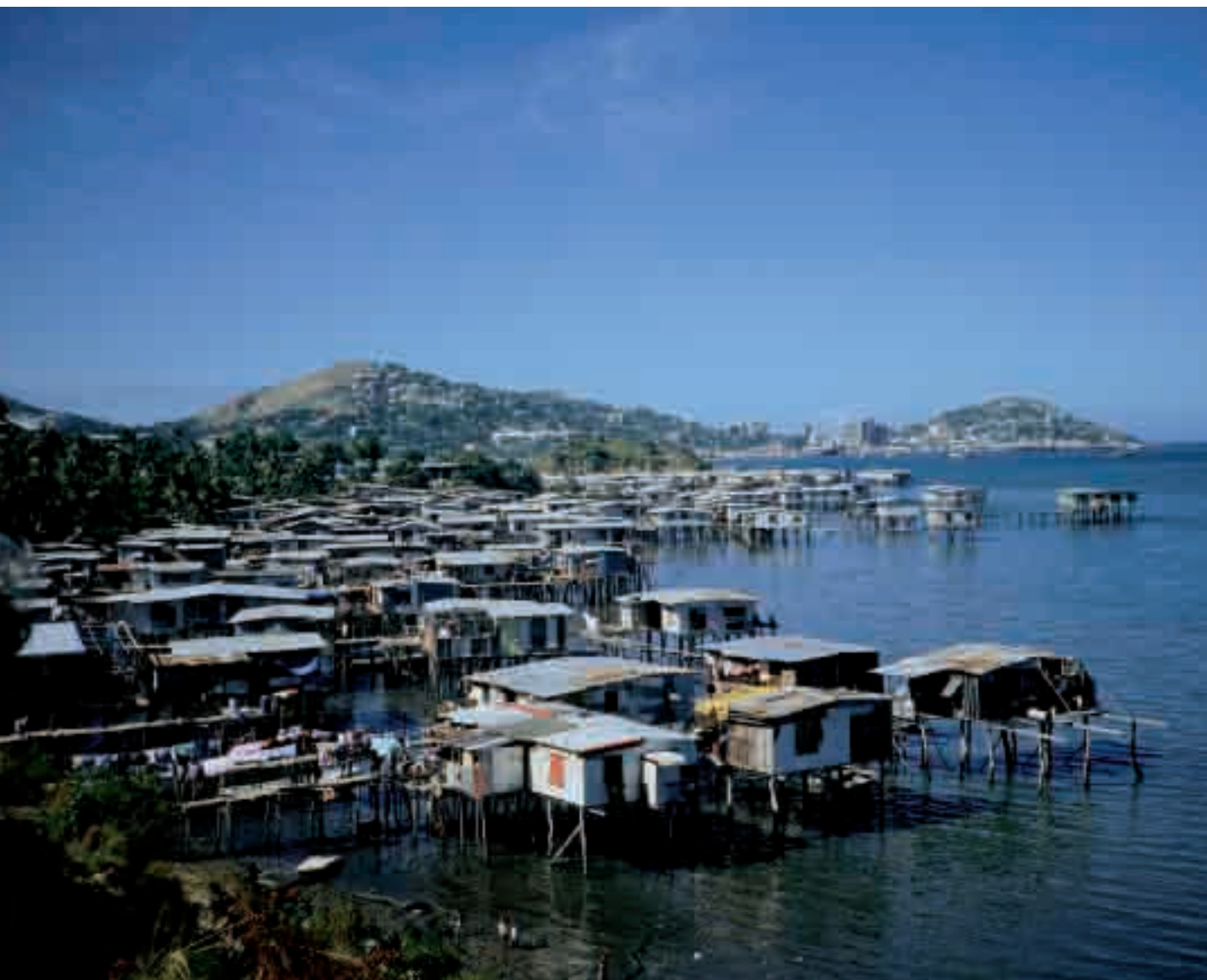
The Commonwealth Private Investment Initiative was launched in 1995 to promote commercial investment in SMEs in Commonwealth developing countries. More than US\$500 million has since been raised in regional investment capital funds from official investment agencies, development banks and private institutions. The funds for Africa include the Commonwealth Africa Investment Fund and Pan-Commonwealth African Partners Limited. In Asia there is the South Asia Regional Fund, in the Pacific the Kula Fund and Kula II Fund, and in the Caribbean the Tiona Fund (which has now been absorbed into the Caribbean Investment Fund). A number of these funds

Port Moresby, Papua New Guinea: Effective debt management and debt relief release resources to fund services for communities in need

were liquidated after achieving their objectives with considerable success, and replacement funds are either in place or in the pipeline.

The Secretariat actively promotes public-private partnerships, mainly in infrastructure investment. It attempts to put would-be private investors in touch with officials in developing countries, raise awareness in member countries about the opportunities and benefits, enable member countries to share experiences, and build the capacity of government institutions and officials to manage these flows.

While the CFTC is phasing out its capital market development activities, it has continued to support a number of countries in this area, including Maldives, which has received assistance in the development of its stock exchange. Uganda received help from the CFTC in creating collective savings and investment schemes, and in Sierra Leone assistance was provided with regulatory arrangements for the establishment of stock markets and the development of capital markets.



STRENGTHENING PUBLIC SECTOR SERVICE DELIVERY

An effective public service enables governments to respond to core challenges. These include delivery of basic services to the poor in line with the Millennium Development Goals. To improve the services which citizens receive, and ultimately to better their livelihoods, many member states need to reform and strengthen their public sector institutions.

In recognition of the key role played by the public sector in democracy and good governance the Secretariat offers institutional capacity-building programmes to strengthen public sector institutions, so that countries can compete effectively in the global economy.

Public sector development assignments involve almost all Commonwealth developing countries. The Secretariat works with member states to promote good governance and to support effective implementation of public sector reforms. It is involved in leadership development and the strengthening of institutions.

Promoting good governance

The CFTC's contribution to good governance includes the promotion of a positive post-privatisation environment, support for anti-corruption efforts and help in enabling people-centred development through improved corporate citizenship. This involves state enterprises, public utility companies and agencies, public service bodies, co-operatives and NGOs.

Strengthening the political-administrative

interface of senior leadership promotes good governance; joint workshops for cabinet ministers and principal secretaries are held to strengthen collaboration and teamwork between political and administrative leaders.

Special assistance is given to countries such as Swaziland, to implement constitutional and public sector reforms. This process includes the review and update of laws regulating the media and the provision of public access to information in order to ensure transparency.

Reducing corruption is an important focus of the Secretariat's public sector governance programme, in particular in government procurement, the delivery of infrastructure services and customs reform. Many Commonwealth countries, particularly in Africa and the Caribbean, are being helped to modernise their public procurement systems. An example is Nigeria, where procurement officers have been trained who will form the nucleus of a new procurement cadre. In partnership with the Caribbean Development Bank and Crown Agents, senior Caribbean procurement officials have been trained in tender design and contract management.

Public sector reforms

The Secretariat's work in public sector development includes integrated, broad-based national and institutional reform.

Workshops to strengthen the political-administrative interface and the collaborative mechanisms needed to consolidate constitutional changes and reform have been held for ministers and permanent secretaries in Mozambique, Swaziland and Solomon Islands. Team building, communication and performance management to deepen and extend central reforms have been provided to senior management teams in Lesotho, Dominica and Kenya.

Regional programming for change enables neighbouring countries to learn about and exchange practices on common priorities and needs. The Secretariat has supported the Eastern and Southern Africa Management Institute's capacity-building programme to embed performance management systems in member countries. A regional workshop in the Cayman Islands explored the relationship between e-government readiness and effective service delivery in Caribbean countries.

Pan-Commonwealth flagship programmes focus on managing and leading change, public management and managing complexity in networked governments. The Secretariat works in partnership with associates such as the Commonwealth Association for Public Administration and Management (CAPAM) to deliver specialised seminars on managing integrated service delivery, citizen-focused service delivery and senior public executive seminars.

The first Commonwealth Ministers' Forum on public sector development, held in October 2006, focused on public management issues and

developments, the implications and challenges for governments, and experiences and lessons learnt from the delivery of public services.

The CFTC supports the modernisation of public services. It has sought to contribute to the process of change accompanying the implementation of the Caribbean Single Market and Economy. Heads of public services from 15 Caribbean states have identified the changes that must take place to make the region's public services more competitive, professional and highly skilled.

Many public sectors in Africa are implementing reforms, and introducing performance management systems is a critical component. Implementation of the new systems in the public sector has been a challenge, but the Secretariat is supporting both individual countries and the Eastern and Southern Africa Management Institute's programme to support institutionalisation of performance management.

Public-private partnerships

Public-private partnerships are vital to effective delivery. The Secretariat is involved in a programme to strengthen the capacities of public sector institutions involved in promoting the partnerships and private sector investment. It focuses on advisory services on structuring public-private initiatives, capacity-building and training for cabinet ministers and officials, and creating an enabling environment for joint projects. Capacity-building workshops and training programmes have been delivered across the



Commonwealth Secretary-General Don McKinnon at the Commonwealth Connects International e-Partnership Summit in New Delhi, India, in March 2007. The summit brought together ICT ministers and other delegates to discuss ways of bridging the digital divide in the Commonwealth

Commonwealth, covering more than ten countries; Fiji Islands, Sri Lanka and India have all received support on specific projects.

Public sector informatics

ICTs are a catalyst in creating new economic synergies, offering opportunities to overcome the constraints of remoteness, small size and other obstacles to development. They enable the transformation of countries into knowledge-based societies and underpin the development of many sectors, including industry, health, education and tourism. They are a sector in their own right.

The Secretariat's public sector informatics programme aims to build the capacity of the public sector to exploit these technologies and, through the Commonwealth Connects initiative, to contribute to bridging the digital divide for the benefit of all Commonwealth citizens.

National ICT strategic plans are a critical element in the successful implementation of the e-government initiatives of member governments. Such initiatives often fail because of a lack of planning and co-ordination, and inadequate human capacity. In this context, the Secretariat is assisting the Governments of Seychelles and Belize to develop national ICT policies

and strategies, creating benchmarking studies and e-readiness assessments. Assistance is also being given to The Gambia, Tonga and the Pacific region.

Many large technology projects in the public sector fail because of inadequate contracts and poor contract execution. The Secretariat has tried to address this challenge via regional workshops on negotiation strategies to enhance awareness of ICT-specific issues in negotiations for the development, procurement, modernisation, management and maintenance of ICT systems. A key area of need is legislation. Successful workshops have been held on e-law and legislative drafting; other workshops have focused on effective public service delivery using new technologies.

Commonwealth Connects is a partnership with other Commonwealth agencies, civil society and the private sector to enable the exchange of technology and expertise between ICT-rich countries and ICT-challenged countries. CFTC resources contribute towards the specialised portal www.commonwealthconnects.net, which serves as a common repository for Commonwealth documents, best practices, software and experts.

Commonwealth Connects' first project focused on the use of ICTs to help in rebuilding after the Indian Ocean tsunami. It enabled the creation of web-based

Participants in the Commonwealth Advanced Seminar on Leadership and Change in the Public Sector held in New Zealand, 19 February to 2 March 2007



An e-partnership summit held in India in March 2007 engaged 16 ICT Ministers in a roundtable meeting and also sought private sector support for the programme.

The Secretariat seeks to strengthen public financial management systems in developing member countries. Its public expenditure management programme tackles budget planning and development, public procurement (including issues of governance and anti-corruption), tax, internal and external audits, and citizens' participation in the budgetary process.

PUBLIC FINANCIAL MANAGEMENT SERIES No. 2

Public Financial Management Reform

A Case Study of South Africa

Series editor: Kishor Wadhvani

 SAHOD

Recent pan-Commonwealth activities have benefited 32 member countries with workshops on budgeting, tax administration and internal audit. Three country case studies on internal audit and control were commissioned for publication before the 2007 Commonwealth Finance Ministers Meeting.

The Secretariat facilitates an annual forum for heads of public service in Commonwealth countries. In view of the critical role of the public service in facilitating socio-economic development, this forum provides an opportunity to share ideas and experiences on how to align the performance of the public service to national, regional and global development priorities.

- Strengthen the capacity of the public sector in Africa, so that it can effectively deliver on its mandates, NEPAD primary objectives and the MDGs.
- Build the capacity of the public sector to effectively interact with the private sector and other non-state actors in the provision of public services, while maintaining a public service ethos.
- Build a customer-focused public sector that is responsive to the needs of citizens.

Democratic principles, efficiency, responsiveness and participation are important at all levels of government. The Secretariat's programme on sub-national administration and government extends the issue of governance beyond central government. It advises on relationships between central, provincial and local governments, the financial capacity of local authorities and other aspects of local government that draw on declarations agreed at the 1995 Auckland, 2003 Abuja and 2005 Malta Commonwealth Heads of Government Meetings. It co-operates in this area with

A photograph of a densely populated hillside in Mumbai, India. The hillside is covered with a mix of traditional and modern buildings, with palm trees scattered throughout. The foreground shows a few palm trees and a building with a flat roof. The background shows a clear blue sky.

Pan-Commonwealth and regional programmes enabled by the CFTC strengthen the skills of public officials in decentralisation and steer local government reforms, focusing on the changing role of the state and on improving service delivery performance. Key themes include municipal finance and managing metropolitan local government services.

A new pan-Commonwealth flagship programme on municipal finance addresses key local government finance issues, including intergovernmental fiscal transfers and municipal bonds.

Decentralisation programmes in Sierra Leone, Lesotho and Pakistan have also received support. Action research has been initiated to assist Pacific

The need for public sector workers to be innovative and open to new ideas and thinking is crucial. The Secretariat plays a key role in developing human resources – most notably through the provision of training programmes. These focus on issues ranging from leadership development to performance management, strategic human resource management and policy development.

Leadership, performance management and personal efficiency were the focus of the CAPAM senior public executive seminar held in South Africa in June 2006, where case studies on reform were presented from Dominica, Malawi and Samoa.

In December 2005, Botswana's National

Box 3.1: Service abroad

The Commonwealth Service Abroad Programme (CSAP) is an important component of the CFTC's capacity-building work. Volunteers – typically mid-career, senior or retired professionals recruited from around the Commonwealth – take up consultancy posts in member countries to provide expertise and support socio-economic development.

They provide on-the-job training and introduce new technologies and practices. Special emphasis is placed on community development, with a focus on information and communication technologies, innovative approaches to poverty reduction, enterprise development, income generation, and environment and heritage preservation.

Examples of recent CSAP initiatives include improving handloom weaving in Sri Lanka, an industry which has significant employment potential among less educated rural women. Two volunteer experts from India provided support and expertise to the Sri Lankan Export Development Board to improve the design and weaving capabilities of handloom manufacturers and producers. In Africa, an e-commerce project for women entrepreneurs saw experts assisting women support organisations in Malawi, Tanzania and Uganda.

Since the programme was relaunched in 2001, more than 50 projects have been implemented – around 15 every year involving 35 experts.

Productivity Centre hosted a seminar on building the capacity of the national productivity organisations in the Southern and East African regions. The critical role of a national productivity organisation in promoting national prosperity and global competitiveness was highlighted, together with how best practices in the regions in the areas of productivity and excellence could be benchmarked to build capacity in other countries.

CAPAM's week-long practical attachment programme for chief executive officers (CEOs) of management development institutions was designed to build individual skills and capacity in anticipating the needs of government. This should encourage more proactive engagement from CEOs in helping to influence and design governments' reform agendas. CEOs from Nigeria, The Gambia, Jamaica, Trinidad and Tobago, Lesotho and Malawi have participated in programmes in Canada, Malaysia and Singapore.

A workshop for Cabinet Ministers was held in Maputo, Mozambique, in August 2005 which focused on the relationship of the three branches of government. It looked at the role of ministers in managing government affairs, and how to work effectively with Permanent Secretaries and other stakeholders to achieve the development agenda. Discussions were also held on how to use and manage public resources to promote transparency and accountability, and combat corruption.

Singapore hosted a seminar on attracting and retaining talent in the public service in June 2005. Jointly sponsored by Singapore's Ministry of Foreign Affairs and the Secretariat, it aimed to enhance understanding of global developments in public service organisations. Participants looked at links between national strategic plans and human

resource management requirements, and the needs and implications of decentralised functions. It addressed the knowledge and skills needed to design and develop relevant human resource management systems for recruitment, retention and performance management.

The Secretariat is helping the National University of Lesotho to become a centre of academic excellence responsive to the needs of the Lesotho economy. A strategic plan has been formulated and quality assurance mechanisms and standards are being put in place. It is also helping to strengthen the capacity of African management development institutes to support public sector reform programmes. This is being done through joint programming with regional and international training institutions and facilitators, and attachments to management development institutes of excellence.

The shortage of skills is a critical constraint holding back investment, job creation and improved public services in Africa. The Secretariat and the Commonwealth Business Council (CBC) are providing technical support to AfricaRecruit, a programme to build robust and enduring productive capacity throughout Africa through networks within and outside the continent. Project activities have included a campaign to mobilise the African diaspora to invest more in their home countries.

The Secretariat has responded to requests for technical support to long-term development and reconstruction projects. It has also responded to requests for support from member countries severely affected by natural disasters. The Governments of Maldives, Grenada and Pakistan have all received emergency support, mainly in the health sector and in recovery planning.

SUPPORTING ECONOMIC AND ENVIRONMENTALLY SUSTAINABLE DEVELOPMENT

Member countries endowed with natural resources are able to use this wealth to contribute to the attainment of the Millennium Development Goals. But many lack the expertise and laws needed to secure private investment and achieve socially and economically sustainable development.

The Secretariat provides impartial advice and expertise to recipient countries to help them establish modern policies and laws to govern the development and management of their natural resources in a sustainable way.

Managing natural resources

Requests for assistance in relation to sustainable development have increased as world demand for minerals and energy has grown. CFTC support ensures that countries are better placed to compete for investment in resource exploration and development, knowing that their regulatory and fiscal regimes are investor friendly and that they, as the host country, will secure a fair share of the financial benefits from extraction activity that respects robust environmental and social safeguards.

Advice is given on licensing, the review of project

The Iwokrama International Centre for Rainforest Conservation and Development, with assistance from the CFTC, Government of Guyana and other partners, undertakes research and training in sustainable eco-tourism and rainforest management



development proposals and negotiation of investment agreements, and on taxation and related financial and revenue management issues. These advisory services have contributed to the remarkable pace of extractives industry reform in recent years.

In mining, Secretariat assistance in the development and drafting of major legislative reforms has contributed to the Mines and Minerals Act of Botswana and the Minerals and Quarries Act 2005 of The Gambia, the enactment of which coincided with the launch of the country's first foreign-owned mining operation. The Minerals Commission of Ghana received help in developing a comprehensive set of mining regulations to supplement and give effect to provisions of the 2006 Minerals and Mining Law. The Secretariat is also providing ongoing assistance to the Governments of Kenya and Swaziland in reforming their national

mining sector policies and legislation. In each case, new mining bills have been finalised after a process of intergovernmental and stakeholder consultation and are proceeding through the governments' internal approval procedures before they are tabled in Parliament.

In the oil and gas sector, Ghana is receiving CFTC help in implementing reforms to upstream petroleum regulations that have been jointly developed in a process of policy review and stakeholder consultation. Following years of support in developing petroleum regulatory arrangements after independence, Namibia is being advised on possible reforms to regulatory and institutional arrangements. Tanzania continues to receive advice on petroleum and energy agreements, while with help from the Secretariat, Belize is putting in place a robust and transparent system for managing petroleum revenues through a dedicated fund. Seychelles has received assistance in reforming its legal and policy framework governing offshore petroleum resources, including the development of

Thousands of villagers were affected by the worst floods in living memory in northern India and Bangladesh. Scientists have been predicting extreme weather patterns as a consequence of global warming



legislation for offshore exploration, development and decommissioning.

Delimiting maritime boundaries

Of the 53 Commonwealth member countries, 47 are coastal states. The delimitation of maritime boundaries is critical to development, especially for small island states, given the potential wealth that can be generated from offshore mineral and petroleum resources.

A significant portion of Commonwealth coastal states could claim areas of extended continental shelf under the International Commission examining jurisdictional limits. For these countries, a submission to the Commission is a once only opportunity to confirm their jurisdictional limits and thereby secure exclusive access to the potentially lucrative natural resources of the continental shelf in these extended areas.

Much of the recent focus of CFTC support has been on helping those countries that wish to make a claim for sovereignty over extended areas of continental shelf through the provision of legal expertise and training needed by them to prepare submissions ahead of the May 2009 deadline.

It is important to note that the process of preparing and making a claim to the Commission can be lengthy, complicated and expensive, and calls for the consideration of scientific, technical and legal issues. The rules are set out in Article 76 of the 1982 UN Convention on the Law of the Sea and in other documents prepared by the UN Commission on the Limits of the Continental Shelf. Many small coastal member countries are legitimately concerned about whether they have the financial and technical ability to prepare and make a submission on time. The Secretariat is the only international organisation that provides legal and technical assistance to countries on the preparation and making of submissions. Countries currently receiving assistance include Guyana, Fiji Islands, Kenya, Mozambique, Papua New Guinea, Sierra Leone, Samoa, Tonga and the Organisation of Eastern Caribbean States (OECS) member countries.

The provision of advice and assistance to member countries on the delimitation of maritime boundaries and the management and sustainable use of marine space has been a priority area of work for the Secretariat for many years. There has been a particular emphasis on developing coastal and small island countries, and on the preparation of national maritime zones legislation that conforms to accepted international legal principles as reflected in the UN Convention. Countries negotiating maritime boundaries with opposite or adjacent states have also received help where necessary, as well as training for government officials on maritime zones and related Law of the Sea matters.

Adapting to climate change

Many member states are highly vulnerable to climate change. A Secretariat assessment of their needs shows that small states face rising sea levels, increases in weather-related disasters and water stress. Many developing member states face both a high exposure to risk from climate change and a severely limited capacity to adapt to its impacts. Countries need sustainable development policies to be in place if they are to manage the impact of climate change effectively, but they also need specialised skills to help them to understand the likely changes and to plan and act accordingly.

The Secretariat is implementing programmes to build capacity in:

- **Understanding the risks:** building skills in climate modelling, scenario building and risk mapping;
- **Public awareness and engagement of stakeholders:** including young people, and parliamentarians;
- **Curriculum development:** exploring curricula exchange at the tertiary level in small states;
- **Advocacy and policy networking:** to help member states participate effectively in policy debates and negotiations;
- **Technical assistance:** including the placement of advisers in key institutions in small states regions.

The Secretariat supported a 2007 UN University of Peace meeting of representatives from small states' universities and other stakeholders to review practical measures to increase understanding of the risks of climate change. In 2007 the Secretariat and the Commonwealth Parliamentary Association convened a parliamentarian study group on the environment. All agreed that climate change is the key overarching concern for sustainable development, and the group's recommendations are expected to lead to capacity development to enable parliaments and parliamentarians to lead the way on climate change issues.

The Secretariat works closely with the Commonwealth Foundation in developing proposals on community-based adaptation to climate change. Discussions have been held with bodies such as the Commonwealth Foresters and Commonwealth Meteorologists, all of whom have been working on climate change concerns. In addition, the Secretariat has used a number of opportunities to raise awareness and promote action among its members. It has sought in its advisory work to assess and promote the implications of climate change within climate-sensitive sectors such as tourism and agro-processing. This builds on an ongoing commitment to address concerns related to environmentally sustainable development in policy programmes, technical assistance and capacity-building.

The CFTC is assisting a number of countries with tourism investment and marketing strategies. Links are promoted between the tourism industry and other sectors



Developing tourism

Tourism is vital for many member states’ growth and the Secretariat provides assistance to enhance competitiveness in this area. Specifically, it assists with policy formulation and the development of tourism master plans, sector strategies, marketing plans and strategies, and human resource development plans. Tourism products are developed, along with strategies for diversification. Links are promoted between mainstream tourism and other sectors, such as agriculture, community-based tourism, eco-tourism and agro-tourism.

Tourism master plans or sector strategies have recently been completed for Solomon Islands and Papua New Guinea, and one is being elaborated for South Africa’s Mpumalanga province. Assistance has also been provided to the Caribbean Tourism Organisation (CTO).

A tourism investment strategy was prepared for St Vincent and the Grenadines with the aim of promoting both local and foreign investment. Sustainability is the prime focus of the investment strategy, through specific actions to increase the participation of local businesses in the tourism sector. This process resulted in the production of an inward investment guide and profiles of three prime tourism investment opportunities in the small island state. The project included building the capacity of the agency’s staff in investment targeting and packaging investment opportunities.

A new area for the Secretariat is the promotion of links between tourism and other sectors. The Government of Barbados has identified this as a way of promoting growth and broadening the benefits of tourism in the local economy. The Secretariat is working with the government and the Inter-American Institute for Co-operation on Agriculture to develop a strategy for Barbados that promotes connections between tourism and agriculture. The project was conceived during a Caribbean regional workshop on export competitiveness, which identified the weak links between tourism and other sectors as one of the main hindrances to competitiveness and sustainable development. It was recognised that despite the flourishing tourism sector, other sectors and local entrepreneurs failed to use the development opportunities that tourism provides. The project will look at supply factors affecting farmers, demand factors on the tourism side, marketing and contractual arrangements, logistical support services, infrastructure, and institutional framework and capacity-building needs. The results of the project are expected to be applied in other countries in the region.

Other projects include an eco-tourism strategy for Botswana, a community-based tourism project for Kenya, and a tourism institutional capacity-building and human resource development plan for Malawi.

DRIVING SOCIAL TRANSFORMATION

Human development and gender equality are fundamental to achieving Commonwealth objectives of development and democracy. There can be no sustainable development while over 30 million Commonwealth children, most of them girls, have no access to school and while millions die needlessly in childbirth or from HIV/AIDS, malnutrition and malaria for lack of inexpensive treatment and trained health workers.

Some 60 per cent of global maternal deaths and HIV/AIDS cases are in Commonwealth countries. Behind these stark statistics is the low status of girls and women in many countries, which restricts their access to the health and education that is theirs by right.

Since 2005, the Secretariat’s programmes have focused on improving the supply and quality of trained health workers and teachers. Using the Commonwealth code of practice and protocol on recruitment in the Health and Education sectors, the Secretariat has supported bilateral agreements that protect the most vulnerable states from unmanaged migration. Its work in this area has received global recognition and demonstrates the importance of the Commonwealth as a safe political space to broker agreements on contentious issues, which can then be extended to the rest of the world.

The Secretariat has used its health programme to raise awareness of the 300,000 ‘invisible’ maternal

Nurses at a Commonwealth workshop in Sydney, Australia, in July 2007. The Secretariat’s programmes have focused on improving the quality and supply of trained health workers in the Commonwealth





Marchers on World AIDS Day demonstrating their support for people living with HIV/AIDS

deaths every year, and it is carrying out maternal death audits to record and learn from these preventable tragedies. With its support, Commonwealth countries are tackling the HIV/AIDS epidemic through education and prevention – which will always be the first line of defence – and by increasing access to affordable treatment. As the availability of treatment spreads, fewer Commonwealth citizens are dying from HIV/AIDS and more are learning to live with the disease. The Secretariat has therefore turned its attention increasingly to issues of stigma and discrimination.

Responding to HIV/AIDS

Combating HIV/AIDS is one of the most challenging tasks the Commonwealth faces. The Secretariat's aim is to strengthen partnerships across member countries in order to help them to halt the spread of HIV/AIDS. In particular, it is trying to ensure that women and young girls have access to services that will help them – and their children – to avoid contracting the disease. It has also focused on stemming the loss of professionals – particularly doctors and nurses – from Commonwealth countries that are already reeling under the impact of the epidemic. The migration of health workers cripples the delivery of health services

and will affect the attainment of the MDGs.

The Commonwealth Youth Ambassadors for Positive Living Initiative uses sports and development projects to promote healthy living. It strives to prevent new HIV infections among young people, particularly girls. It does this through its work with adolescent reproductive health programmes.

The Secretariat has shown governments how to reduce the impact of HIV/AIDS in the public sector. Increasing access to low-cost, high-quality antiretroviral drugs and investing in health systems to deliver them is a priority for the Secretariat, Commonwealth governments and development partners.

With help from the Secretariat, Commonwealth countries are strengthening their health systems to make them fairer and more efficient. If they succeed, they will be able to scale up disease prevention and control programmes that can reduce child and maternal mortality and reverse the spread of HIV/AIDS, tuberculosis and malaria.

Gender and equality

Governance and democracy, socio-economic development and peace – all these issues are closely bound up with gender equality. The Secretariat's rights-based approach to gender equality is based on

implementing the provisions of international, regional and national human rights instruments and mechanisms.

The Secretariat works closely with a range of partners worldwide to advance work on gender equality, aiming to build and deepen the process of gender mainstreaming. The Commonwealth's own process of assessing implications for men and women in any planned action has become an integral part of policy formulation within the Secretariat and beyond. It advocates policy reform, helps member states and regional bodies to formulate national and regional gender policies, produces publications and develops tools to support the process of assessing gender implications, as well as providing training to strengthen institutional capacity at national, regional and pan-Commonwealth levels. Promoting gender equality is also an important aspect of the Secretariat's work in education and health.

The Commonwealth Plan of Action for Gender Equality 2005–2015 focuses on four critical areas:

- **Gender, democracy, peace and conflict:** to strengthen democracy among member countries, particularly by promoting the minimum 30 per cent target for women's participation and representation in government and decision-making processes. Peace-building and conflict management are furthered by early warning mechanisms and enabling women's contribution to these processes.

- **Gender, human rights and law:** to deal with issues of gender-based violence, culture and the law, and the marginalisation of indigenous and tribal women.
- **Gender, poverty eradication and economic empowerment:** to mainstream gender equality into programmes and processes related to poverty eradication, and influence trade, fiscal and labour policies for the implementation of gender-responsive budgets and engendering multilateral trade processes.
- **Gender and HIV/AIDS:** to mainstream gender in multi-sectoral, national and regional programmes for HIV/AIDS prevention and treatment.

Schools can play an important role in mitigating gender discrimination, so the Secretariat aims to enhance the capacity of school systems to deliver gender-responsive education. Both girls' under-participation in education and boys' under-achievement are gender issues that it is working to change, at the same time as it supports gender mainstreaming in member states' education systems.

Managing movement of health workers and teachers

In 2003 Commonwealth Health Ministers adopted a Commonwealth Code of Practice for the International Recruitment of Health Workers (CCP). This aims to



Two mature students in The Gambia displaying their financial literacy textbooks. The Commonwealth Plan of Action for Gender Equality 2005–2015 focuses on gender, poverty eradication and economic empowerment among other things



CFTC projects help Commonwealth countries work to achieve the Millennium Development Goals which include reducing child mortality

protect the most vulnerable states from unmanaged migration and to protect the rights of migrating health workers. The CCP is based on the principle of ethical recruitment, which advocates a balance between the right to migrate and adherence to global justice, and encourages countries to adopt recruitment policies based on the Code's guiding principles and within the context of bilateral or multilateral agreements.

The creation of the CCP has already led to advances, in particular bilateral agreements between Commonwealth countries on health worker recruitment such as those reached by the UK with South Africa, Kenya and Namibia. Commonwealth countries have also developed strategies to retain health workers, such as the provision of housing allowances for doctors in Ghana and top-ups to doctors' salaries in Malawi.

At the 60th World Health Assembly in 2007, the Global Health Workforce Alliance launched the Health

Worker Global Policy Advisory Council. As a member of this Council, the Commonwealth Secretariat's leadership on the CCP will be invaluable in considering the creation of a global code of practice for recruitment.

The Commonwealth Teacher Recruitment Protocol was adopted by Education Ministers in 2004 and calls for balancing the rights of teachers to migrate internationally with the need to protect the integrity of national education systems. It is designed to assist member countries better manage teacher migration and international teachers' recruitment. The Protocol has received strong support from other development partners including the United Nations Educational, Scientific and Cultural Organisation (UNESCO), the International Labour Organisation (ILO) and the International Organisation of Migration (IOM). It has been cited as an international standard of best practice.

PROMOTING HUMAN RIGHTS, DEMOCRACY AND THE RULE OF LAW

The modern Commonwealth is driven by a commitment to human rights, democratic principles and the rule of law. The Secretariat places a high value on the advocacy of these ideals and on efforts to encourage peace-building, conflict prevention and international co-operation to combat terrorism.

Advancing human rights

The Commonwealth's core principles provide the strategic framework within which the Secretariat's human rights mandate is defined and translated into practical programmes. These recognise the equal worth of all human beings and respect each person's fundamental political and civil rights, as well as their right to social and economic development.

CFTC activities to advance and build respect for human rights focus on:

- Development and promotion of 'best practice' on human rights across the Commonwealth.
- Strengthening national human rights mechanisms – this includes technical assistance and policy advice, and enhancing regional pan-Commonwealth networks and mechanisms that complement the activities of national mechanisms and institutions.
- Promoting respect for and general awareness of

human rights, including support for member countries' efforts to improve adherence to, compliance with and implementation of international and regional human rights instruments and their translation into national policies.

- Promoting and projecting human rights across the Secretariat's programmes.

International covenants

Best practices on human rights focus on the implementation of major international human rights instruments. Some Commonwealth members have yet to ratify these instruments and bring their national legislation and local conditions into line with international norms. This is often due to lack of capacity and awareness. The Secretariat advocates that all member countries ratify the principal international instruments, including the two core 1966 international covenants that underpin fundamental human rights: the International Covenant on Civil and Political Rights (ICCPR) and the International Covenant on Economic, Social and Cultural Rights (ICESCR). In September 2006, Maldives ratified the covenants, with help from the Secretariat in reconciling ratification with the country's constitution.



Riot police arrest a man following violent clashes in the wake of a disputed election. The Commonwealth has embarked on a project to train police officers in the protection of human rights

Pacific and Caribbean countries make up 13 of the 19 Commonwealth member countries which have yet to ratify the two covenants. The Secretariat has convened workshops for senior officials in these regions to discuss the process and consequences of endorsement. The Secretariat and the Office of the United Nations High Commissioner for Human Rights (OHCHR) have offered to provide technical support on ratification, report writing and other treaty obligations.

A Pacific region workshop held in Papua New Guinea in March 2007 was jointly organised with the Pacific Islands Forum Secretariat (PIFS) and the Papua New Guinea Government, and was attended by UN representatives and officials from Attorneys'-General offices and the justice and foreign affairs ministries of most Commonwealth Pacific members. The workshop complemented a specific initiative taken by Pacific leaders, which calls for the ratification of international human rights instruments.

The Commonwealth Secretariat recently published a *Handbook on Ratification of Human Rights Instruments*, which explains the process and consequences of ratification for member countries.

Strengthening institutions

The Secretariat supports national human rights institutions and works closely with national stakeholders, the Office of the UN High Commissioner for Human Rights, and other agencies and partners to establish and strengthen them. Recent assistance has been given to Maldives, Cameroon and Swaziland. The Secretariat emphasises the building of capacity in relevant ministries, agencies and departments to mainstream human rights, and identify and respond to human rights issues.

Important support networks have been established between Commonwealth and other human rights forums, regional bodies and the UN human rights system. The recently established Commonwealth Forum of National Human Rights Institutions will hold its first meeting in Kampala in November 2007 during the Commonwealth Heads of Government Meeting.

Human rights awareness and education is at the core of the Secretariat's mandate; programmes are designed for government officials, police and other security officials, teachers, distance learners, women and young people. The Commonwealth's practical

human rights training for police trainers focuses on the significance of human rights to the fundamental duty of police officers to protect and serve their communities. It covers normative and legal issues and provides practical tools. Training has now taken place in 29 Commonwealth countries in Africa, the Indian Ocean, the Pacific and South Asia, and will soon extend to the Caribbean. A *Commonwealth Manual on Human Rights Training for Police* has been published. As part of its human rights education programme, the Secretariat has developed a model curriculum that is a comprehensive resource for tertiary educators in Commonwealth countries wanting to establish or develop an existing course in human rights.

Deepening democracy

Great emphasis is placed on translating the Commonwealth's commitment to promoting and deepening democracy into practical action. On request, the CFTC funds democracy experts in member countries to support key institutions and stakeholders. In Guyana, for example, experts have supported electoral management bodies and media institutions, and raised citizens' awareness of and participation in the democratic process.

Democracy experts work with permanent staff to build personal skills and strengthen institutional capacity. Given the wealth of relevant experience in the Commonwealth, experts can usually be drawn from the region in question.

The Secretariat aims to ensure that democracy is not just a façade or restricted to the adoption of democratic forms, but is based on best practice and a

substantive approach. The practices and procedures that it promotes are designed to build enduring democratic institutions which ensure full participation and representation for all citizens, predicated on the need for equal conditions for political contestants.

Tools used to promote best practice include workshops on the roles, rights and responsibilities of government and opposition, often organised in co-operation with the Commonwealth Parliamentary Association (CPA). Representatives of governing and opposition parties are brought together to discuss mechanisms for joint working and resolving or avoiding conflicts. Participants learn co-operative techniques which facilitate their future relations.

Secretariat publications highlight good practices throughout the Commonwealth and in specific areas. *Gender and Democracy* reported the findings of a workshop in Namibia that considered ways to increase women's representation in election management bodies and legislatures. *Make it Local, Make it Democratic* made the case for local democracy, highlighting its role in making a difference to people's lives and bridging the gap between national and local environments.

Democracy advisers

The Secretariat has provided many democracy advisers to Commonwealth countries. Two advisers worked with the Guyana Elections Commission through 2005 and 2006 helping to develop a media code of conduct and providing general expertise in election administration. Responsible election coverage and fair

Box 6.1: Guyana – fair play in the media

The Secretariat sent a media adviser to Guyana to help find ways to promote responsible media coverage of elections.

The adviser helped the media to rewrite the country's existing Elections Media Code of Conduct. Leading practitioners from broadcasting and the press chose two respected Caribbean professionals to act as a media refereeing panel. Crucially, 17 Guyanese were recruited to form a very effective monitoring unit that analysed the political content of broadcast news and current affairs programmes and of the main daily papers over several months. This unit published weekly unchallenged assessments of the balance of coverage of each media house, and how well violence was discouraged.

The outcome was that there were more

balanced stories across the media landscape that represented both sides of the political divide. Most people, including the Elections Commission, the political parties, the international community and both internal and external observers concluded that the Commonwealth's media project contributed substantially to a peaceful election.

As for a 'level playing field', the state broadcaster made serious attempts in their news bulletins to attain a balance between stories from government leaders and the opposition. The state-owned newspaper, the *Guyana Chronicle*, maintained a creditable balance throughout. Undoubtedly the elections would not have been so peaceful had there been no code, no refereeing panel and no monitoring unit to apply pressure.

access to the media are key to ensuring a fair and free electoral process. In Solomon Islands in 2006, two advisers helped co-ordinate international election observers and advise domestic observer groups. Throughout the Commonwealth, civil society groups are organised to observe their own elections; expertise from other Commonwealth countries can be invaluable in helping to maximise the benefits of the observation exercise.

Following the 2007 elections in Lesotho, an expert advised on the mixed member proportional system and a workshop was convened for Cabinet Ministers.

Entrenching the rule of law

In some member states the lack of trained and experienced judicial officers, court administrators and legislative drafters is a challenge faced in entrenching the rule of law. Projects have therefore been designed to strengthen the judiciary and judicial processes, and enhance the legislative drafting process. Strengthening judicial systems is important in ensuring that individuals are able to defend their rights before independent courts and that the business community can settle disputes in a timely manner. This will ensure an environment for the continuing development of states and the individuals within them.

Court administration

The CFTC has provided funds to support training for senior court administrators from Zambia, The Gambia and Swaziland on their administrative responsibilities and organisational development. In addition, it has assessed and made recommendations

on court reporting services in Zambia. In Guyana and Zambia, advice has been provided on courts' procedural rules, in particular the rules of the superior courts and the appeal process. Zambia has also received advice on case file management to ensure that efficient processing of court files allows timely hearings and accurate record keeping. In Zanzibar (United Republic of Tanzania), courses have been run for officers to enable them to deliver training programmes for court staff and magistrates.

A paper on best practice in juvenile courts has been produced to assist in the development of functioning juvenile justice systems. Initiatives relating to juvenile offenders are supported through collaboration with other programmes. The CFTC has supported specific initiatives to improve the juvenile justice systems of Zanzibar and Zambia.

Proper court administration is important in ensuring that the public have timely access to the courts to protect their rights. To this end a court handbook has been developed as a model. The disposal of court cases in a timely and efficient manner is critical in ensuring that the members of the public have access to remedies under the rule of law. A discussion paper on case flow management has also been developed to help bring about the prompt hearing and settlement of court cases.

The judiciary's capacity to deliver well reasoned judgments in a timely manner is very important in maintaining confidence in the judicial system and the rule of law. Training of magistrates has been supported, for example in Swaziland, to ensure that they are able to deal with all facets of judicial work. CFTC funds have also been used to help judges in Cameroon develop a code of conduct for the judiciary. Court staff have also been trained in quasi-judicial work such as the taxation of costs.

In several countries including Sierra Leone, Belize, The Gambia, Swaziland and Solomon Islands, judges have been provided to assist the local judiciary dispose of their heavy workload and to provide ongoing advice and training for the local judiciary and court staff.

Access to justice

All members of a community, including women and children, should have their rights protected under the law. The CFTC has given support to initiatives designed to protect the rights of women and children, and has helped develop guidelines for police to ensure that these rights are respected in situations of domestic violence and where juveniles come into conflict with the law.

Legislative drafting is crucial in ensuring that the work of the legislature is supported with modern laws and that old laws are updated. CFTC funds have supported workshops, meetings and training of



A workshop on counter-terrorism held in Jamaica. Similar workshops have been held in Asia and Africa

legislative drafters to ensure that there are sufficient drafters to meet the challenges. Legislative drafters have been provided to some Commonwealth countries to assist with the heavy load of legislative drafting and to build the capacity of junior officers.

International co-operation

Increasingly, crime crosses national boundaries, underlining the importance of international co-operation in efforts to combat all forms of serious and transnational crime. Recent CFTC-supported co-operation has focused on:

- Reviewing the Harare Scheme and drafting a Commonwealth Convention on Mutual Legal Assistance in Criminal Matters to address intrusive and sophisticated investigative tools such as interception of telecommunications, surveillance and transnational asset tracing and recovery.
- The formation of a Commonwealth network of contact persons – an informal structure which allows for quick access to practical advice and guidance on issues relating to international co-operation in criminal matters.
- Ongoing capacity-building to combat terrorism.

Countering terrorism

Terrorism, terrorist financing and money laundering are often transnational and highly disruptive to

economies and societies. International co-operation among criminals can only be stopped by equally efficient co-operation among states to facilitate investigation and prosecution. The Secretariat, working with the UN Office on Drugs and Crime and Interpol, is enhancing international co-operation in combating these serious offences through its programmes on counter-terrorism and anti-money laundering/countering the financing of terrorism.

The Secretariat has raised awareness of these issues in Asia, Africa and the Caribbean. Immersive and practical training for experienced prosecutors, police officers, border control officials and personnel from financial intelligence units has been held, and these officials have continued their training within their national jurisdictions. The *Commonwealth Manual on Counter-Terrorism: Practice and Procedures* is both a reference and a training resource guide.

Graduate trainers have started to conduct national training programmes, including in Grenada, Barbados, The Bahamas, Guyana and Jamaica. Several Caribbean states are developing national training programmes with support from the Secretariat, and a comprehensive programme is planned for Kenya. Modules based on the above-mentioned manual are enabling training courses to be easily added to the curriculum of law enforcement and prosecution training institutes.



The Secretariat has also facilitated training for prosecutors and magistrates in Southern Africa and for government officials in Botswana. More specific immersive training for prosecutors in prosecuting money laundering and asset forfeiture was held for 11 states in Eastern and Southern Africa in April 2007. The Secretariat commented in detail on Kenya’s draft counter-terrorism legislation, and on the model legal framework against the financing of terrorism developed by an intergovernmental action group in West Africa.

Fighting corruption

The UN Convention against Corruption came into force in December 2005. The Secretariat helps member states to implement and enforce its provisions. Specialist skills have been fostered within law enforcement and prosecuting authorities, and member states are encouraged to put in place effective mechanisms for tracing and recovering assets.

To increase awareness of the Convention’s requirements and encourage dialogue, an anti-corruption conference was held in 2006 in conjunction with the Royal Institute of International Affairs, Chatham House, London. The event gave rise to contact between specialists, identified the training and technical needs of smaller member states and helped formulate strategies for countering corruption.

Practical regional courses for investigators and prosecutors were held in Swaziland, Nigeria and Kenya. Targeted training and capacity-building is planned for other regions. Underlying such practical delivery, however, is a need for technical and drafting advice, and dissemination of international best practice. An expert working group on legislative and related measures to combat corruption has made recommendations on model legislative provisions that could be used to translate the measures set out in the UN convention into domestic law. Its far-reaching study stops short of putting together a full model law, but identifies the categories of provisions that are appropriate for a model and highlights good drafting practice from around the Commonwealth.

A second expert working group produced a legislative and technical guide geared to the needs of small or developing states. It will be complemented by the ongoing training and technical delivery programme.

Asset tracing and recovery features prominently in the guide. Central to the Secretariat’s work are the recommendations that member states should have a domestic regime for both conviction and non-conviction-based confiscation, and that to facilitate effective international asset recovery they should be able to directly enforce, within their own jurisdictions, freezing and confiscation orders made by courts in other states.

The Secretariat has promoted the adoption and implementation of domestic legislation among members to allow proper co-operation with the International Criminal Court. Project activities have been held jointly with other organisations, namely the International Criminal Court, the International Committee of the Red Cross, the British Red Cross and national governments.

Access to the sea

There is a desire among landlocked member states to develop and to maintain access to the sea across the territory of coastal states. The Secretariat has assisted in developing model access to the sea treaties for landlocked Commonwealth countries, in particular Zambia, Uganda and Botswana in terms of the 1982 UN Convention on the Law of the Sea.

Regional courts

CFTC funds have supported assistance to regional appellate courts by conducting fact-finding missions by members of these courts, including judges and registrars, to similar regional courts. It has produced recommendations on how to support public awareness of the courts, recognition of the implications of access to justice for ordinary members of the public in their regions, and how to build a sense of public confidence in the integrity of regional courts.

APPENDICES

1. The Millennium Development Goals	40
2. Accessing CFTC assistance	41
3. CFTC direct project expenditure by programme area 2005-2007	41
4. Abbreviations and acronyms	42
5. Serving 2 billion people in 53 countries	43

Appendix 1: The Millennium Development Goals

Millennium Development Goals	Targets
Eradicate extreme poverty and hunger	<ul style="list-style-type: none">• Reduce by half the proportion of people living on less than a dollar a day• Reduce by half the proportion of people who suffer from hunger
Achieve universal primary education	<ul style="list-style-type: none">• Ensure that all boys and girls complete a full course of primary schooling
Promote gender equality and empower women	<ul style="list-style-type: none">• Eliminate gender disparity in primary and secondary education preferably by 2005, and at all levels by 2015
Reduce child mortality	<ul style="list-style-type: none">• Reduce by two-thirds the mortality rate among children under five
Improve maternal health	<ul style="list-style-type: none">• Reduce by three-quarters the maternal mortality rate
Combat HIV/AIDS, malaria and other diseases	<ul style="list-style-type: none">• Halt and begin to reverse the spread of HIV/AIDS• Halt and begin to reverse the incidence of malaria and other diseases
Ensure environmental sustainability	<ul style="list-style-type: none">• Integrate the principles of sustainable development into country policies and programmes; reverse the loss of environmental resources• Reduce by half the proportion of people without sustainable access to safe drinking water• Achieve significant improvement in the lives of at least 100 million slum dwellers by 2020
Develop a global partnership for development	<ul style="list-style-type: none">• Develop further an open trading and financial system that is rule based, predictable and non-discriminatory. This includes a commitment to good governance, development and poverty reduction – nationally and internationally• Address the least developed countries’ special needs. This includes tariff- and quota-free access for their exports; enhanced debt relief for heavily indebted poor countries; cancellation of official bilateral debt; and more generous official development assistance for countries committed to poverty reduction• Address the special needs of landlocked and small island developing states• Deal comprehensively with developing countries’ debt problems through national and international measures to make debt sustainable in the long term• In co-operation with the developing countries, develop decent and productive work for youth• In co-operation with pharmaceutical companies, provide access to affordable essential drugs in developing countries• In co-operation with the private sector, make available the benefits of new technologies – especially information and communication technologies

Appendix 2: Accessing CFTC assistance

CFTC activities are mainly carried out by one or both of the following Divisions of the Commonwealth Secretariat:

- The Governance and Institutional Development Division works to strengthen good governance in member countries. It provides advice, training and expertise to build capacity in national public institutions in areas such as public sector reform, public-private partnerships and public informatics.
- The Special Advisory Services Division advises and provides technical assistance to governments on such economic and legal matters as debt and financial management, natural resource development, trade development and facilitation, export marketing, competitiveness and enterprise development.

Other Secretariat Divisions and Units that also implement projects with CFTC support include the Economic Affairs Division, the Legal and Constitutional Affairs Division, the Political Affairs Division, the Social Transformation Programmes Division and the Human Rights Unit.

Requests for CFTC assistance must come from Commonwealth governments or from regional organisations with a substantial Commonwealth

membership, and be channelled through the designated CFTC point of contact, who is normally in the Planning, Finance or Establishment Ministry.

Requests should include:

- a concise statement of the problems faced, and of the type of assistance sought;
- a description of the project, its background, objectives and terms of reference;
- details of the organisation responsible for the project and of counterpart staff;
- job description and title of post to be filled, if appropriate;
- qualifications and experience required of an adviser, consultant or trainer; and
- when assistance is needed and for how long.

Accessing CFTC assistance

Please address correspondence to:
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Marlborough House, Pall Mall, London SW1Y 5HX, United Kingdom
Fax: +44 (0)20 7930 0827
E-mail: cftc@commonwealth.int
Website: www.thecommonwealth.org

Appendix 3:
CFTC direct project expenditure by programme area 2005-2007

Does not include staff costs for in-house consultancy services

	£
Democracy and consensus-building	411,440
Rule of law	1,984,556
Human rights	439,549
International trade	5,192,327
Investment	3,218,700
Finance and debt	2,092,011
Public sector development	7,407,050
Environmentally sustainable development	83,631
Small states	298,133
Education	958,094
Health	562,502
Young people	410,428
Gender equality and equity	786,383
Capacity-building and institutional development	7,503,204
Total	31,348,008

Appendix 4: Abbreviations and acronyms

ACP	African, Caribbean and Pacific Group of States	MDG	Millennium Development Goal
ADEA	Association for the Development of Education in Africa	MGSS	Ministerial Group on Small States
AIDS	acquired immuno-deficiency syndrome	NEPAD	New Partnership for Africa's Development
AU	African Union	NGO	non-governmental organisation
CAPDD	Commonwealth Action Programme for the Digital Divide	NZAID	New Zealand's International Aid and Development Agency
CARICOM	Caribbean Community	OECD	Organisation for Economic Co-operation and Development
CCGHS	Commonwealth Consultative Group on Human Settlements	OECS	Organisation of Eastern Caribbean States
CCP	Commonwealth Code of Practice for the International Recruitment of Health Workers	OIF	Organisation Internationale de la Francophonie
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women	PIFS	Pacific Islands Forum Secretariat
CEO	chief executive officer	PPP	public-private partnership
CFTC	Commonwealth Fund for Technical Co-operation	SADC	Southern African Development Community
CHMF	Commonwealth HIPC Ministerial Forum	SARF	South Asia Regional Fund
CHOGM	Commonwealth Heads of Government Meeting	SGF	strategic gap-filling
CLGF	Commonwealth Local Government Forum	SIDS	small island developing state(s)
CMAG	Commonwealth Ministerial Action Group on the Harare Declaration	SMEs	small and medium-sized enterprises
CMDF	Commonwealth Media Development Fund	TRIPS	trade-related aspects of intellectual property rights
COL	Commonwealth of Learning	UN	United Nations
COMAFIN	Commonwealth Africa Investment Fund	UNAIDS	Joint United Nations Programme on HIV/AIDS
COMESA	Common Market for Eastern and Southern Africa	UNCAC	United Nations Convention against Corruption
CPA	Commonwealth Parliamentary Association	UNCTAD	United Nations Conference on Trade and Development
CPII	Commonwealth Private Investment Initiative	UNDP	United Nations Development Programme
CSAP	Commonwealth Service Abroad Programme	UNESCO	United Nations Educational, Scientific and Cultural Organisation
CS-DRMS	Commonwealth Secretariat Debt Recording and Management System	UNFPA	United Nations Population Fund
CSO	civil society organisation	UNHCHR	United Nations High Commissioner for Human Rights
CYCI	Commonwealth Youth Credit Initiative	UNICEF	United Nations Children's Fund
CYP	Commonwealth Youth Programme	UNODC	United Nations Office on Drugs and Crime
DAC	Development Assistance Committee (OECD)	UWI	University of the West Indies
ECOWAS	Economic Community of West African States	WHO	World Health Organisation
EPA	Economic Partnership Agreement	WSSD	World Summit on Sustainable Development
ESAAMLG	Eastern and Southern Africa Anti-Money Laundering Group	WTO	World Trade Organisation
EU	European Union		
FATF	Financial Action Task Force		
G8	Group of Eight		
GMS	Gender Management System		
HIPC	Heavily Indebted Poor Country		
HIV	human immuno-deficiency virus		
ICT	information and communication technology		
IIGHA	International Institute for Gender and HIV/AIDS		
ILO	International Labour Organisation		
IMF	International Monetary Fund		
LDC	least developed country		

Appendix 5: Serving 2 billion people in 53 countries

Antigua and Barbuda	Nauru**
Australia	New Zealand
(external territories: Australian Antarctic Territory, Christmas Island, Cocos [Keeling] Islands, Coral Sea Islands Territory, Heard Island and McDonald Islands, Norfolk Island, and Territory of Ashmore and Cartier Islands)	(includes the territories of Tokelau and the Ross Dependency [Antarctic]; self-governing countries in free association with New Zealand: Cook Islands and Niue)
The Bahamas	Nigeria
Bangladesh	Pakistan
Barbados	Papua New Guinea
Belize	St Kitts and Nevis
Botswana	St Lucia
Brunei Darussalam	St Vincent and the Grenadines
Cameroon	Samoa
Canada	Seychelles
Cyprus	Sierra Leone
Dominica	Singapore
Fiji Islands*	Solomon Islands
The Gambia	South Africa
Ghana	Sri Lanka
Grenada	Swaziland
Guyana	Tonga
India	Trinidad and Tobago
Jamaica	Tuvalu
Kenya	Uganda
Kiribati	United Kingdom
Lesotho	(overseas territories: Anguilla, Bermuda, British Antarctic Territory, British Indian Ocean Territory, British Virgin Islands, Cayman Islands, Falkland Islands, Gibraltar, Montserrat, Pitcairn, Henderson, Ducie and Oeno Islands, St Helena and St Helena Dependencies [Ascension and Tristan da Cunha], South Georgia and the South Sandwich Islands, and Turks and Caicos Islands)
Malawi	United Republic of Tanzania
Malaysia	Vanuatu
Maldives	Zambia
Malta	
Mauritius	
Mozambique	
Namibia	

* Fiji Islands was suspended from the Councils of the Commonwealth on 8 December 2006.

** Nauru is a Special Member.