

**COMMONWEALTH SECRETARIAT
STRATEGIC PLAN
2008/09-2011/12 – REVISED**



COMMONWEALTH SECRETARIAT

Marlborough House
Pall Mall
London SW1Y 5HX
United Kingdom

© Commonwealth Secretariat 2010

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

Printed and published by the Commonwealth Secretariat

CONTENTS

EXECUTIVE SUMMARY	1
STRATEGIC PLAN 2008/09-2011/12.....	3
1. MISSION STATEMENT	3
2. VALUES AND VISION	3
3. CHALLENGES AND PRIORITIES - THE CONTEXT	4
4. COMPARATIVE ADVANTAGE	7
5. WAYS OF WORKING.....	9
6. PROGRAMME FRAMEWORK.....	12
Programme 1: Good Offices for Peace	13
Programme 2: Democracy and Consensus-Building	15
Programme 3: Rule of law	18
Programme 4: Human Rights	21
Programme 5: Public Sector Development.....	25
Programme 6: Economic Development	29
Programme 7: Environmentally Sustainable Development	33
Programme 8: Human Development.....	37
Business Support Function: Supporting the Secretary-General	41
Business Support Function: Strategic Planning and Evaluation	42
Business Support Function: Communications and Public Affairs.....	44
Business Support Function: Human Resources.....	47
Business Support Function: Finance and Administration	48

EXECUTIVE SUMMARY

1. The Commonwealth Secretariat's Strategic Plan was agreed by member governments collectively for the four-year period 2008/09 to 2011/12. The Plan sets out the overall strategic focus, objectives and expected results of the organisation. It is the document against which the Board and management will measure the progress and impact of the Secretariat's work. The Plan was approved by the Secretariat's Board of Governors on 15 May 2008, and pursuant to a mid-term review, a revised version of the document was approved by the Board of Governors on 13 May 2010.

2. The Strategic Plan has a stronger focus than its predecessor on learning lessons and articulating expected results. This reflects progress towards the comprehensive use of results-based management in the Secretariat.

3. The enclosed revised Strategic Plan was developed through an interactive mid-term review process, entailing detailed consideration of each Programme. In recognition that member governments agreed a four-year Strategic Plan in 2008, the mid-term review focussed on improving the Plan within its existing objectives and structure of eight Programme areas. Significant improvements include:

- Programme results have been refined and clarified so they are realistic, "attributable" and relevant for the remaining two years of the Plan.
- Programme results reflect the Secretariat's adjusted priorities for the next two years, to take account of developments, including mandates from the 2009 CHOGM
- Indicators have been further developed to measure the Secretariat's contribution to / progress towards Results
- Programme statements more clearly set out the Secretariat's comparative advantage in each area, take account of changes in the global situation, and set out comprehensively for the first time specific areas of work in each Programme.
- The narrative on Business Support Functions has been augmented with a set of Results for each function
- Building on the findings of the CFTC Review, the Secretariat has developed results for the improved administration of institutional capacity development funds.

4. The Plan sets out the Secretariat's commitment to adopting a rights-based approach to development, and to mainstreaming gender, youth and human rights concerns throughout all its work: strategic, programmatic, project and operational. This commitment is reflected throughout the Plan.

5. The Plan sets out eight interlinked Programmes. Each Programme Statement continues to have a defined objective, and results and indicators. The Statements also articulate more clearly the Commonwealth's comparative advantage or 'added value' in that Programme.

6. The Plan reaffirms the Secretariat's focus on the priority needs and concerns of small states, and maintains its support for them through activities across the eight Programmes.

7. The Plan also addresses the issue of *how* the Secretariat does its work, and its modes of delivery. It recognises the value of strategic partnerships, enhancing impact, extending the Secretariat's reach, bringing in resources, and helping to realise innovative ideas. It contains

discussions on how the organisation will continue to integrate capacity-building priorities with policy analysis and advice, to develop a comprehensive portfolio of assistance.

8. The Plan has two ongoing and interlinked Goals for the Secretariat reflecting the two broad pillars of its work – Democracy and Development – under which the Secretariat's Programmes are structured:

Goal 1: To support member countries to prevent or resolve conflicts, strengthen democratic practices and the rule of law, and enhance the protection of human rights.

- 1: Good Offices for Peace
- 2: Democracy and Consensus-Building
- 3: Rule of Law
- 4: Human Rights

Goal 2: To support pro-poor policies for economic growth and sustainable development in member countries.

- 5: Public Sector Development
- 6: Economic Development
- 7: Environmentally Sustainable Development
- 8: Human Development

9. The Secretariat began the shift to a stronger focus on outcomes and measuring results in the last Strategic Plan (2004/05-2007/08). This Plan (2008/09-2011/12) establishes more firmly the principles and operational framework essential for implementing results-based management. Efforts to fully implement results based management principles at all levels and to report against results to members will continue to be a priority.

10. The Plan outlines the international standards and principles which will inform and guide the design and delivery of the Secretariat's work.

11. The Plan will be funded by the assessed budget of the Secretariat (COMSEC), and voluntary contributions to the Commonwealth Fund for Technical Co-operation (CFTC) as well as to the Commonwealth Youth Programme (CYP), together with extra budgetary resources (EBRs). The revised scale of assessed contributions for COMSEC, took effect from the start of the 2009/10 financial year, and the new scale of assessed contributions to the CYP, should take effect from the financial year 2010/11.

12. There is now an alignment of strategic planning cycles between the Commonwealth Secretariat, the Commonwealth Youth Programme (CYP) and the Commonwealth Foundation; all are now operating on the same four-year cycle.

STRATEGIC PLAN 2008/09-2011/12

1. MISSION STATEMENT

1. The Commonwealth Secretariat is the primary intergovernmental organisation within the Commonwealth and it continues to serve the purposes for which it was originally established in 1965.

2. The Secretariat's overarching role is articulated in the following Mission Statement:

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

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

2. VALUES AND VISION

3. The Commonwealth Secretariat will continue its efforts to uphold the fundamental values of the Commonwealth. These are outlined in the 2009 Trinidad and Tobago Affirmation of Commonwealth Values and Principles, and notably include:

- **International peace and security:** international peace and security, economic growth and development and the rule of law are essential to the progress and prosperity of all; and commitment to an effective multilateral system based on inclusiveness, equity and international law is the best foundation for achieving consensus and progress on major global challenges;
- **Democracy:** the belief that each individual has the inalienable right to participate by means of free and democratic political processes to shape the society in which they live. In addition, that not only governments, but all political parties and civil society have responsibilities and a role to play in upholding and promoting democratic culture and practices, as well as accountability to the public. Finally, that parliaments and representative local government and other forms of local governance, are essential elements in the exercise of democratic governance;
- **Human rights:** a commitment to the Universal Declaration of Human Rights and human rights covenants and instruments; and the belief that equality and respect for protection and promotion of civil, political, economic, social and cultural rights for all without discrimination on any grounds, including the right to development, are foundations of peaceful, just and stable societies, and that these rights are universal, indivisible, interdependent and interrelated and cannot be implemented selectively;
- **Tolerance, respect and understanding:** a recognition that tolerance, respect and understanding strengthen democracy and development; as well as a recognition that respect for the dignity of all human beings is critical to promoting peace and prosperity;

- **Separation of powers:** a recognition of the importance of maintaining the integrity of the roles of the Executive, Legislature and Judiciary;
- **Rule of law:** that each country's Legislature, Executive and Judiciary are the guarantors of the rule of law and that access to justice and an independent judiciary are fundamental to the rule of law, enhanced by effective, transparent, ethical and accountable governance;
- **Freedom of expression:** that peaceful, open dialogue and the free flow of information, including through a free, vibrant and professional media, enhance democratic traditions and strengthen democratic processes;
- **Development:** recognition of the importance of economic and social transformation to, inter alia, eliminate poverty and meet the basic needs of the vast majority of the people of the world; seeking the removal of wide disparities and unequal living standards, guided by the Millennium Development Goals; and that economic and social progress enhances the sustainability of democracy;
- **Gender equality:** that gender equality and empowerment are an essential component of human development and basic human rights, and that the advancement of women's rights is a critical precondition for effective and sustainable development;
- **Access to health and education:** a commitment to access to health and education for all citizens, both as human rights and as instruments for poverty alleviation and sustainable development; and
- **Good governance:** a commitment to promote the rule of law, ensure transparency and accountability and to root out, both at national and international levels, systemic and systematic corruption.
- **Civil society:** acknowledgement of the important role that civil society plays in communities and nations as partners in promoting and supporting Commonwealth values and the interests of the people.
- Finally, commitment to the core principles of consensus and common action, mutual respect, inclusiveness, transparency, accountability, legitimacy, and responsiveness.

3. CHALLENGES AND PRIORITIES - THE CONTEXT

3.1 Economic Crisis

4. The development landscape has been significantly altered by the arrival of an unprecedented global economic crisis. This commenced in 2007 but the most significant impact on member countries has been felt during the period covered by this Strategic Plan. The crisis has compounded earlier food and energy crises, adversely impacted progress achieved in reducing poverty and attaining the Millennium Development Goals (MDG); reduced access to financial resources for development; eroded financial stability; reversed progress in building debt sustainability in many developing countries including middle-income countries. The crisis has also significantly eroded resilience-building efforts of small states as well as their efforts to integrate with the global economy, requiring these states to revisit their strategies to cope with their inherent vulnerabilities, build new forms of resilience

and find new ways to engineer a recovery in their access to global trade and financial markets.

5. The global economic crisis has also spurred more intensified work at the global level to stabilise the global economy, to reform global financial regulatory institutions, to reform the Bretton Woods Institutions, and to consider new approaches to addressing global governance, including strengthening linkages between the G-20 and non-G20 countries and institutions. Financial volatility in major markets has continued, as have barriers to trade in both goods and services.

6. Notwithstanding recent efforts at reform, shortcomings in institutional mechanisms for global economic governance have remained, with serious implications for the health of the world economy, and with continued adverse impact on the economic prospects of developing countries. In light of this, it is imperative to ensure the Doha round is concluded on the basis of the developmental mandate upon which it was launched. To this end, fair and balanced regional and other trading arrangements remain a priority as well.

3.2 Challenges of Democracy and Governance

7. In a world of continuing conflict and governance challenges, the Commonwealth's "Good Offices" work to address conflict and support peace-building in member countries, its activities to extend and mainstream human rights, and its support to extending the rule of law and building democratic institutions are priority areas for the Secretariat. The Commonwealth has made progress in recent years expanding the democratic space and deepening good governance in member states. This work is much valued by member states and will continue to be an important focus in the period ahead. Not only is this activity central to the Commonwealth's own vision and fundamental values, but improvements in governance and the institutions supporting it are essential to delivering the MDGs.

3.3 Global Governance

8. In response to a 2007 CHOGM mandate, the Secretariat initiated work to advocate for fundamental reform of international institutions. The work resulted in the Marlborough House Statement, which includes a set of Principles on the Reform of International Institutions (June 2008). These have been taken forward by the international community, as shown by:

- Heads of the institutions where reform is felt to be needed have welcomed this Commonwealth initiative;
- Commonwealth Heads of Government collectively, as well as Commonwealth Finance Ministers have endorsed the reform principles of the Marlborough House Statement;
- Successful establishment of a process of Commonwealth dialogue on international environmental governance;
- The Commonwealth established as a leading advocate of the need for processes of reform which take into account the views of all in the international community;
- Dialogue with Commonwealth leaders of the G20 to ensure awareness of Commonwealth views in that process.

9. Work will continue in this area, as mandated by Heads, to promote further reform of global governance arrangements, and to achieve a higher level of inclusivity of the views of all states.

3.4 Climate Change

10. Climate change represents a significant threat to human security and economic development and is exacerbating the challenge of meeting the MDGs. It poses a threat to low-lying coastal regions and to the very survival of some Commonwealth countries, especially small island states. The Secretariat's work has focused on responding to the Lake Victoria Commonwealth Climate Change Action Plan, agreed by Commonwealth Heads of Government in Uganda in November 2007. Heads of Government resolved to pursue action in six areas: climate negotiations; the human and economic aspects of climate change (drawing on networks of professional associations and other resources); and improved land use management and sustainable use of forest resources. In particular, the Commonwealth Secretariat has engaged its extensive networks to deepen an understanding of climate change implications right across government. This has included Commonwealth Ministers – covering health, education, environment and finance briefs – young people, parliamentarians, law and human rights experts and professionals working on the built environment and disaster risk reduction. The Secretariat also focuses on the challenges in the sustainable management of natural resources and agriculture, and supports countries in managing risks from natural disasters and the challenges of rapid urbanisation.

11. The 2009 Heads of Government Meeting reaffirmed a commitment to the Lake Victoria Commonwealth Climate Change Action Plan, calling for continued implementation across all six elements of the Plan. Heads gave particular emphasis to supporting small states and least developed countries in advancing their own frameworks on adaptation, and carbon-neutral and climate-resilient economies. They asked the Commonwealth Secretary-General to develop his “Good Offices for the environment” in a new initiative. Heads also prioritised supporting the effective participation of small and vulnerable member states in international climate change negotiations, and working with young people and parliamentarians and others to promote broad engagement in setting policy frameworks on climate change.

3.5 Small States

12. Whilst the continued global expansion of output and the improved growth performance of some developing countries in recent years is welcomed, a significant number of developing countries, including many small states, have not been part of this trend. Some small states continue to be marginalised in the global economy, and in addition to their remoteness and insularity, they are susceptible to natural disasters, and have limited institutional capacity or ability to diversify. These countries face significant challenges: erosion of preferences for traditional exports, and the related pressing need to diversify into new economic activities; a rapid rise in the debt burden in many cases; increased environmental vulnerability; rising levels of youth unemployment, security and crime; and the HIV/AIDS pandemic. There is also a growing recognition of the complex relationship among environmental factors, poverty and economic growth.

13. In this context, the Secretariat will continue to champion the concerns of small developing states, and the participation of developing countries in international economic decision-making and norm-setting will continue to be a priority for the Secretariat.

4. COMPARATIVE ADVANTAGE

14. **Values.** The Commonwealth is a values-based organisation: its fundamental values are increasingly incorporated into the breadth of work of the Secretariat. These features inform the Commonwealth's reputation as a body with moral authority, and provide political legitimacy to the Commonwealth's presence or involvement in political situations.

15. **Diverse membership.** The Commonwealth's 54 countries span every stage of economic development, and are drawn from every continent and ocean in the world. They include some of the world's largest countries, such as India, and some of the smallest, such as Nauru. The Commonwealth is therefore ideally placed to facilitate the sharing of information within and across regional or economic groupings and to build consensus which can then be taken to the global level. In this vein, the Commonwealth also has a track record of brokering policy and negotiating positions among its members – collective solutions arrived at by consensus – on sensitive and important political and economic issues that can then be taken forward by the Commonwealth as a whole in other fora. At the recent 2009 Commonwealth Heads of Government meeting for example, the leader's statement on Climate Change informed global deliberations on the issue at the UN Copenhagen Summit.

16. **Small states.** There are thirty two small states in the Commonwealth, most with a population of fewer than 1.5 million. The Secretariat has a track record of advocating on their behalf. The Secretariat attaches high priority to supporting the integration of small states in the global economy, helping to build their resilience and competitiveness so that they can take advantage of the opportunities, and meet the challenges arising from globalisation.

17. **The similarity of governmental administrative systems** in member countries facilitates exchange of best practice. So, too, does having English as a common language – indeed, it greatly facilitates intra-Commonwealth communication and enhances consensus building and policy development.

18. **CHOGM and Ministerial Meetings.** The memorandum of understanding that established the Secretariat states that “consultation is the life blood of the Commonwealth.” The Secretariat can convene member governments at the highest political levels, to provide direction to the organisation and to facilitate high-level dialogue on signature global issues.

19. **Technical assistance.** The Secretariat is reputed for providing cost-effective, flexible and responsive technical assistance that helps build and nurture institutions.

20. **Networks.** The Commonwealth family includes networks at the level of Heads of Government and Ministers, as well as Parliamentarians and local government bodies. The Secretariat has unique access to a broad range of Commonwealth stakeholders and contributors, including governments, civil society, business, and the diverse network of Commonwealth professional and other associations, and is committed to increasing the level of its collaboration with the wider Commonwealth family. The Commonwealth Business Council has a membership of some of the world's top companies, whilst the networks of Commonwealth civil society associations allow for sharing expertise, information and experience among organisations and maintaining the people-to-people links which give the Commonwealth a depth and reach that it would not otherwise have.

4.1 Commonwealth Fund for Technical Co-operation (CFTC)

21. An Evaluation of the Commonwealth Fund for Technical Co-operation (CFTC) was concluded in 2008. The conclusions:

- Confirmed the very positive contribution that the CFTC has made to development and that it continues to have a substantive role to play in the current international climate.
- Noted that the CFTC occupies a unique niche both in terms of its size and philosophy and that it remains a relevant instrument to achieve the aims set out in its mandate.
- Recognised that the CFTC is delivering a high quality programme of benefits, particularly for small states, and confirmed the comparative advantage of the CFTC in its receptivity to and relevance for these countries.

22. The Evaluation also reiterated the basic mandate of the CFTC as having two aspects:

- It is a voluntary membership body which does not differentiate among ‘donors’ and ‘recipients’ and hence should not be considered as if it was a development organisation in the same mould as bilateral or multilateral organisations; and
- Members take advantage of shared experiences and similarities to promote development and to strengthen collaboration, understanding and mutual sharing of knowledge. (section 3.2.1 of the Review)

23. The Evaluation made a total of 14 Recommendations, covering issues such as the need to balance prioritisation of the fund with responsiveness; the role of PCPs and POCs; the re-establishment of Technical Co-operation Frameworks; the need to strengthen RBM principles in the deployment of CFTC and improved reporting of CFTC results. The various Recommendations have been taken forward in close consultation with the Members, and reporting of progress has been a regular agenda item and all meetings of the Executive Committee.

24. Following the Review, members made the decision that all projects and interventions funded by the CFTC, must contribute to one or more of the results in the Strategic Plan.

25. The core elements of a project management system, incorporating RBM principles, are already in place: the Performance Implementation Framework (PIF) with a results hierarchy is documented in the Strategic Plan; the Annual Planning and Budgeting cycle has been redesigned to support better forward resource allocation based on prioritisation according to expected contribution to results; and evaluations at Programme and sub-Programme levels have documented lessons from past implementation and delivered guidance on forward strategic directions, based on assessments of what has worked and where the best fit for the Secretariat’s effort lies.

26. The remaining elements of a good project management system, supporting RBM principles, will be prioritised in the remaining two years of the Strategic Plan period:

1. The deployment of the new Management Information System (ARTEMIS) – which will assist with project design in accordance with RBM principles and facilitate reporting by results;
2. The roll-out of Project & Programme Management Guidelines to support RBM;

3. Dedicated staff training for all relevant staff on project design in accordance with RBM principles;
4. Enhancement of quality assurance procedures and requirements.

4.2 Commonwealth Youth Programme (CYP)

27. The Commonwealth Youth Programme is the largest youth programme in the world with a decentralised structure. It works directly with member governments and young people¹ on a range of development issues.

28. The CYP is the only development programme with a specific focus on youth and which works through a systematic and decentralised youth governance structure. With this comparative advantage and focus, CYP has pioneered a policy framework, the Commonwealth Plan of Action for Youth Empowerment. The CYP is also able to draw from the wider resource base of the Commonwealth Secretariat, the knowledge and expertise of an extensive and diverse network of Commonwealth professional associations, civil society organisations, experts and eminent Commonwealth citizens.

29. Another strength of the CYP is its ability to tailor its programmes to meet region specific needs, based on extensive consultations with young people and other stakeholders. In addition, the programme delivery period of CYP is shorter than those of other agencies working in youth development and CYP is often able to create greater leverage and impact with its comparatively smaller financial resources.

30. CYP resources will be enhanced by the shift to a budgetary system of assessed contributions, as agreed at the Kampala CHOGM in 2007, and confirmed at the 2009 CHOGM in Trinidad and Tobago.

31. The Secretariat has been developing a complementary Strategic Plan for the CYP.

5. WAYS OF WORKING

5.1 Modes of delivery.

32. The Secretariat delivers its core programmes of work in four main ways: policy development, technical assistance, advisory services and advocacy and consensus-building.

33. Commonwealth Heads of Government Meetings (CHOGMs) and Ministerial Meetings are fora in which Commonwealth members can collectively seek solutions and develop policy on issues of global importance. Research and analytical work supports these activities.

5.2 Approaches to mainstreaming.

34. During the Plan period the Secretariat is moving towards adopting a rights-based approach to development, whilst ensuring that gender, youth and human rights are

¹ Defined by the CYP as 15-29 years of age.

mainstreamed in all policy formulation and planning processes and programme implementation.

35. The rights-based approach to development is a conceptual framework that guides approaches and interventions for development, normatively based on international human rights standards and operationally directed to promoting and protecting human rights.

36. The human rights norms and standards are those contained in the wealth of international treaties, declarations and interpretive commentary. Key principles include equality and equity, accountability, empowerment and participation. A rights-based approach to development includes the following elements:

- express linkage to rights
- accountability
- empowerment
- participation
- non-discrimination and attention to vulnerable or marginalised groups

37. The Secretariat is continuing to develop the application of these principles across all areas of its work.

38. Mainstreaming human rights refers to the concept of enhancing the human rights programme and integrating rights concerns into the full range of Secretariat activities. This is complementary to the work on rights-based approaches to development.

39. Gender, young people and human rights are fundamental ‘lenses’ through which development processes and political, economic and social inequality can be viewed. All political and development initiatives and activities must be inclusive and participatory and take cognisance of the specific and differentiated needs, interests and rights of women, young people and other disadvantaged or marginalised groups.

40. Socio-economic development, democracy and peace are inextricably linked to gender equality. Achieving gender equality is one of the stated fundamental values of the Commonwealth. It is viewed not only as an intrinsic goal and an issue of social justice, but also as a key factor in enhancing the achievement of the Secretariat’s goals. Gender equality refers to the equal rights, responsibilities and opportunities of women and men, and girls and boys. Gender equity goes further than equality of opportunity, to look at outcomes, since treating women and men, girls and boys, equally does not automatically ensure that they obtain equal outcomes and benefits.

41. The importance of gender mainstreaming as a means to achieving gender equality is widely recognized by the Secretariat and the international community including international and regional partners. The UN Convention on the Elimination of All Forms of Discrimination against Women has formed the basis for regional instruments on gender equality including the Solemn Declaration on Gender Equality in Africa issued by the African Union, the Southern African Development Community’s Gender Protocol, the Belem Do Para Convention in the ECLAC region amongst others. The definition and principles of gender mainstreaming are also universally recognized and they are already employed by the Commonwealth Secretariat’s Plan of Action for Gender Equality (PoA). The definition is as follows:

"Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making the concerns and experiences of women as well as of men an integral part of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres, so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality."²

42. The Secretariat is realising its commitment to gender mainstreaming through a number of measures including the development and implementation of a Secretariat Gender Policy, introducing and strengthening gender guidelines, assessment criteria and procedures for mainstreaming gender in policy formulation, planning and project design and implementation. Mandatory gender training will be given to all staff.

43. More than sixty per cent of the Commonwealth's population is aged under thirty years. The proportion is closer to three-quarters in some countries. These men and women are the largest cohort ever to enter the transition into adulthood. Young people represent a disadvantaged social group: in the Commonwealth, 209m young people live on less than US\$1 a day, 130m are illiterate, 40m are out of secondary education and 90m unemployed³. There are therefore social as well as demographic imperatives for mainstreaming youth.

44. The youth cohort which is peaking between now and 2015 is the largest in history. Young people, who may be marginalised and disempowered, need to be seen as active agents of and participants in positive development initiatives, integral to the process of finding solutions, rather than passive targets or beneficiaries. Mainstreaming them in this sense and investing in them is an investment in economic development and social stability.

45. Based on the principles of gender mainstreaming at para. 41 above, the Secretariat is using the following definition for youth mainstreaming:

Mainstreaming a *youth* perspective is the process of assessing the implications *for youth* of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making *youth* concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes, in all political, economic, and social spheres so that *youth* benefit equally and inequality is not perpetuated.

46. The Secretariat is developing an integrated approach to mainstreaming young people. The mainstreaming of gender, young people and human rights throughout Secretariat Programmes and functions will be monitored through a number of mechanisms, including, for youth, the Youth Development Index (YDI).

5.3 Prioritisation of mandates

47. Commonwealth Heads of Government Meetings (CHOGMs) are the highest level forum from which the Secretariat takes its mandates, but Ministerial Meetings also issue new

² 1997 ECOSOC definition, available *Report of the Economic and Social Council for the Year 1997*, U.N. GAOR, 52nd Sess., Supp. No. 3, at 24, U.N. Doc. A/52/3/Rev.1 (1997).

³ UN World Youth Report 2005.

challenges and requests. However, in most cases, new mandates are not accompanied by additional resources. As a result, for the remaining two years of the Strategic Plan, management will continue to indicate at Ministerial Meetings that all new mandates need to be accompanied by financial commitments from members (new resources). Where mandates emerge unanticipated, management can only commit to estimating the costs of implementing such mandates before coming back to Ministers with the proposal and a request for funds.

48. Looking ahead, following the mid-term Review, the Secretariat will continue to monitor the Secretariat's work to ensure it reflects (and is limited to) members' priorities as outlined in the Plan. As part of the planning process for the next Strategic Plan, the Secretariat will work with member governments to identify areas of work that members may wish to discontinue for the next Plan period of 2012/13-2015/16.

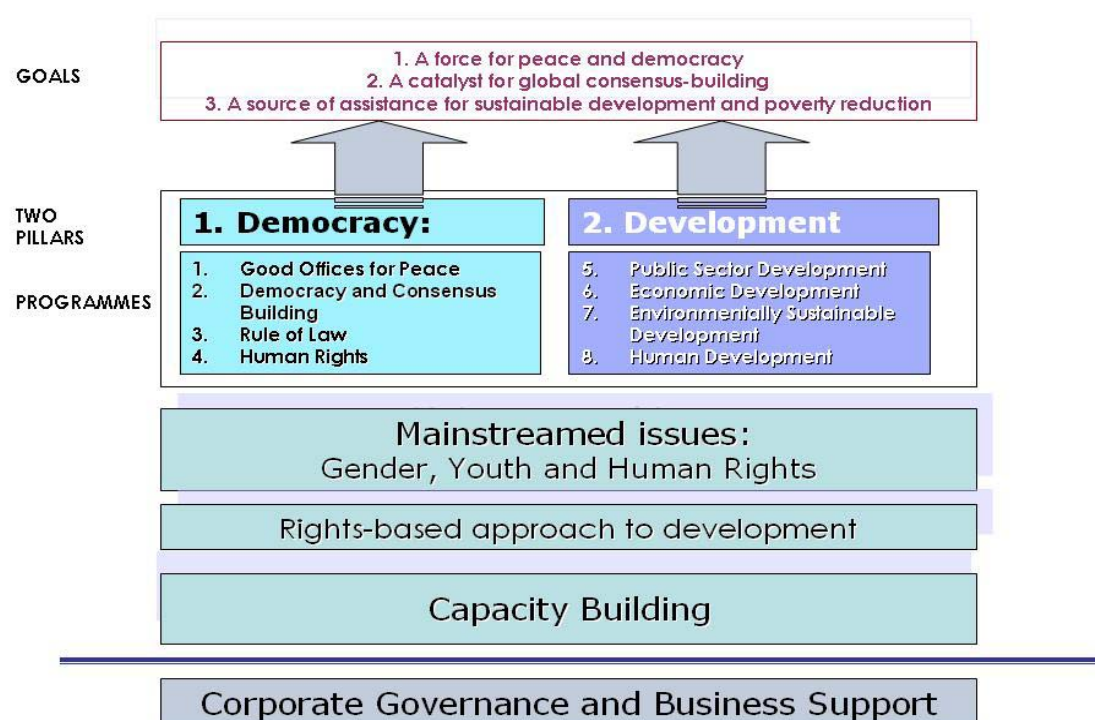
5.4 Strategic partnerships

49. As reflected in the theme of the 2009 CHOGM, effective partnerships will be vital for the success of the Commonwealth in the twenty-first century. The Secretariat's aspiration to strengthen our principles and values within our membership can be served by broadening our range of friends and supporters, both within the Commonwealth and outside. If we aspire to see our values being given greater impact globally, then we also need to be prepared to develop partnerships further afield. We will seek to develop strong relationships beyond our Commonwealth borders.

6. PROGRAMME FRAMEWORK

50. The proposed Programme framework is illustrated in **Chart 1** below.

Chart 1: Programme framework



Programme 1: Good Offices for Peace

Programme Objective

To prevent and resolve conflicts/tensions and to assist members to adhere to the Commonwealth's principles and fundamental values.

Rationale for Programme

The 2009 Trinidad and Tobago Affirmation on Commonwealth Values and Principles reiterates members' commitment to the Commonwealth's core values, including first and foremost, international peace and security. In it, members reaffirmed their full support for the Good Offices role of the Secretary-General in advocating adherence to Commonwealth principles; in conflict prevention and resolution; and as an instrument to protect and promote the Commonwealth's fundamental values.

Focus and comparative advantage

The Commonwealth's Good Offices are deployed to support conflict prevention, conflict resolution, and peace-building efforts. The Commonwealth's Good Offices are highly dependent on trust, and are therefore carried out impartially and discreetly, "behind the scenes". Commonwealth Heads of Government, including at their recent meeting in Trinidad and Tobago, have consistently expressed their appreciation and support for the Commonwealth's Good Offices role.

The Secretariat engages in conflict prevention activities when there is a strong likelihood that political tensions will erupt and in conflict resolution activities when such tensions are already evident and might escalate. Early warning indicators, such as systematic marginalisation of the political opposition and egregious violations of human rights, portend that a particular member state may be vulnerable to political tension and/or internal strife.

In these situations, the Secretariat can bring together the parties concerned to voice their grievances and function as a neutral third party in suggesting possible solutions. These engagements seek to promote greater political space for all, respect for human rights and the rule of law, and increased freedom of expression for the media and civil society. Over the next two years, the Secretariat will also work to build the capacity of young people and women to engage effectively in peace building strategies by developing region specific programmes.

Engaging member states in a timely manner to provide them with the appropriate technical assistance, such as constitutional reform or electoral assistance can often prevent potential crises. The Commonwealth also has a strong and proven capacity to ensure the sustainability of its conflict resolution efforts. It is able to follow-up on its good offices engagements with long-term technical assistance after political agreement has been reached. This can be by supporting democratic reforms, strengthening the rule of law and/or promoting economic recovery and social reconciliation. In this regard, the Commonwealth Secretariat is viewed as a significant, skilled and trusted partner and its assistance well received.

Results

1. Tensions decreased, and peace and security and respect for Commonwealth values and principles enhanced.
2. Institutions are strengthened to underpin political dialogue.
3. The Secretariat has contributed to building regional and wider international consensus on how to address the issues surrounding a specific conflict situation.
4. The Secretariat has successfully marshalled support and/or resources to ensure a co-ordinated approach with other stakeholders on the ground.
5. Young people and women actively participate in/contribute to peace building interventions.

Indicators

1. Inclusive and transparent processes for political dialogue to facilitate conflict prevention and resolution are established or strengthened, which include the participation of youth and women.
2. Institutions function appropriately to address grievances and are robust and resilient to challenges.
3. Consensus agreements reflect Commonwealth values, advice and recommendations.
4. Greater demand for and use of Commonwealth Good Offices when member states face political challenge.
5. Increased representation and participation of women, youth and civil society groups in peace negotiations, agreements and post-conflict processes.
6. Feedback from Governments, regional and international organisations and civil society on the good offices work provides evidence of the effectiveness of the Secretariat's assistance.
7. Youth advocacy and youth leadership networks established and strengthened to participate in peace building.

Areas of work

- Ongoing monitoring and analysis of situations by the Commonwealth Secretariat, including through assessment missions.
- Higher level political missions of Secretariat staff and Special Envoys, and the direct political engagement of the Secretary-General.
- Representation and participation at relevant fora.
- Development of networks of high level contacts.
- Providing supportive technical assistance.
- Effective management of the Commonwealth's intergovernmental processes to support consensus building relating to conflict prevention, resolution, and peacebuilding.
- Maintaining and developing close working relationships with partners such as international organisations, regional groupings, think-tanks and CSOs as needed.
- Capacity building in peace building strategies and interventions for young people.

Programme 2: Democracy and Consensus-Building

Programme objective

To support democratic processes and institutions across the Commonwealth.

Rationale for Programme

The 2009 Trinidad and Tobago Affirmation on Commonwealth Values and Principles reiterates the Commonwealth's commitment to its core values, including democracy. In the Affirmation, Heads reaffirmed their belief in the inalienable right of the individual to participate by means of free and democratic political processes in shaping the society in which they live; underlined that not only governments but all political parties and civil society also have responsibilities in upholding and promoting democratic culture and practices as well as accountability to the public in this regard; and recognised that parliaments and representative local government and other forms of local governance are essential elements in the exercise of democratic governance. The Secretariat is in a unique position as a neutral stakeholder with a well-established and respected track record, to make a significant contribution to consensus-building and co-ordinated international action on political issues of shared Commonwealth interest.

Focus and comparative advantage

Many countries continue to face the challenge of consolidating democratic practices and institutions, with the result that in some, conflict can emerge from flawed elections, political exclusion and a lack of full participation. The Commonwealth is a values-based organisation, from which members can be suspended for persistent or serious violations of those values. The Secretariat is mandated and well-placed to support its members to develop democratic processes, and to help strengthen the institutions that underpin them.

The exact timing or likelihood of elections and/or challenges to democracy are often difficult to predict. The Secretariat needs therefore to retain the flexibility to respond when coups, unrest, and other unforeseen events require tailored and speedy responses.

The demand for a Commonwealth presence at elections has continued to grow; this is testament to the Secretariat's continued relevance and effectiveness in this area. For many members, the presence of an independent Commonwealth team to observe their elections can deliver intangible benefits such as greater confidence in the electoral process. The Secretariat's ability to respond positively in all cases is limited. The Secretariat will continue to be selective about sending teams to observe elections and do so only where it believes these can bring the most added value.

In the next two years, there will be a greater focus on assisting members to implement observer recommendations, including by providing technical assistance where appropriate.

Building on the success of the 2009 CHOGM in Trinidad and Tobago, and on its partnerships with other stakeholders, the Secretariat will work to maximise the effectiveness of its interventions, consultations and meetings aimed at consensus-building and co-ordinated international action.

There are also two new initiatives mandated by Heads of Government. Firstly, the establishment of the Commonwealth Network of National Election Management Bodies will facilitate experience sharing, enhance member countries' capacity to hold credible elections which enjoy the confidence of the people, and will advance norms of the highest electoral standards. Secondly, the Secretariat will support a working group of CMAG member states, which will look into and make recommendations to the wider Commonwealth membership, on how CMAG's work may be further refined and elaborated to make it more effective.

The Commonwealth Plan of Action for Gender Equality 2005-2015 (PoA) gives significant attention to women's full participation and representation in the democratic process. It sets a target of no less than 30 percent of women in decision-making in the political, public and private sectors. Mainstreaming gender within parliaments, strengthening capacities of women parliamentarians and key actors in democratic, election and peace processes will remain a priority work area. Significant attention will be given to integrating gender analysis and gender considerations into election monitoring within this planning cycle.

The Commonwealth Plan of Action for Youth Empowerment (PAYE) 2007-2015 identifies the promotion of young people's participation in decision making as one of its priority areas of focus. Over the next two years the Commonwealth Youth Programme will work to establish and strengthen national youth councils and youth networks at the Pan Commonwealth and regional levels to ensure greater participation in decision making processes in the Commonwealth.

Results

1. The Commonwealth has an increased understanding of the quality of the democratic process in a member country.
2. Elections are conducted more credibly and enjoy greater public confidence.
3. Democratic processes and institutions, including national election management bodies, are strengthened to deliver credible elections.
4. Democratic processes and institutions are more resilient to challenges.
5. Women, young people, other marginalised groups, and civil society organisations participate more and more effectively in the democratic process, and in decision-making institutions and processes.
6. Increased effectiveness of Parliaments within which there is mutual recognition and respect for the roles of government and opposition.
7. CMAG is more effective in upholding Commonwealth values.
8. Progress towards the Commonwealth target of 30 percent of women in decision-making.
9. Increased understanding and use of gender analysis in election monitoring and democratic processes.
10. Young people actively participate in democratic processes.

Indicators

1. Positive feedback on the value and effectiveness of the Commonwealth's work on democracy, including on the assessment and recommendations of Commonwealth observer teams.
2. Positive feedback from Governments on the effectiveness of meetings such as CHOGM, CMAG and Foreign Ministers Meetings, and of liaison with stakeholder governments and other partners.
3. Implementation of Commonwealth observer team recommendations.

4. Commonwealth observer teams recognise improvements in successive election processes within a member country.
5. Democratic processes and institutions are more inclusive and transparent, with a higher level of dialogue and debate.
6. Greater public acceptance of the electoral result.
7. Increased participation of marginalised groups, especially women and youth, in caucuses, ministerial meetings, and election observation missions.
8. Greater levels of participation by young people and civil society groups in democratic processes.
9. The opposition is included and participates appropriately in parliamentary processes.
10. CMAG Statements reflect a stronger and more effective role being played.
11. Youth advocacy and leadership networks established and strengthened.

Areas of work

- Observe elections.
- Maintain ongoing political engagement.
- Provide technical assistance.
- Run Government and Opposition workshops.
- Monitor country and/or regional situations.
- Facilitate the Commonwealth Network of National Election Management Bodies.
- Maintain partnerships with other organisations.
- Support the Commonwealth Ministerial Action Group (CMAG).
- Organisation and management of interventions, consultations and meetings, including CHOGM, CMAG and Foreign Ministers Meetings.
- High level advocacy and sensitisation of gender mainstreaming for key democratic actors and institutions.
- Capacity building for women parliamentarians, peace-keeping and monitoring groups.
- Capacity building of youth councils, youth leaders and youth advocates.

Programme 3: Rule of law

Programme objective

To support member countries to promote and strengthen the rule of law that underpins strong democratic and accountable governance. To assist members to harmonise their national laws with international frameworks.

Rationale for Programme

One of the main challenges facing Commonwealth countries today is developing and maintaining strong democratic and accountable governance underpinned by the rule of law. The continued reaffirmation of the rule of law (most recently by the 2009 CHOGM) as a fundamental Commonwealth value, demonstrates the importance of, and the rationale for, this Programme.

Focus and comparative advantage

A living legacy of the Commonwealth's shared history is that most Commonwealth members have common law, as opposed to civil law, legal systems. The similarities between members' common law systems provide the basis for a comparative advantage for the Commonwealth's work in this area. The Secretariat is able to facilitate the exchange of best practice and replicate successful models in Commonwealth countries in others. In this Programme, the Secretariat will focus on piloting projects in one country and then rolling these out on a regional basis. The Secretariat focuses its technical assistance on key actors who underpin the rule of law process, e.g. judges, investigators, prosecutors, legal drafters and registrars.

The Secretariat also has high-level convening power – it is the only global organisation to convene Law Ministers. The triennial meetings of Commonwealth Law Ministers, together with the meetings of Law Ministers of Small Jurisdictions and of Senior Officials of Law Ministries, provide opportunities for the Secretariat to facilitate exchanges of good practice and peer-learning among Commonwealth members, and to focus on the particular needs of Small Jurisdictions. Given the Secretariat's privileged access to Law Ministers, it is well-placed to support members to implement legal instruments and related strategies, developed either by the Secretariat or in other fora, such as the UN. To assist members to harmonise their national laws with the international frameworks to which they are party, the Secretariat produces a variety of legal toolkits (i.e. best practice, guidelines and model laws) to assist implementation, which can be appropriately tailored to the common law systems of individual Commonwealth members.

There is a strong gender and human rights dimension which runs through the Secretariat's work on the rule of law. The Secretariat works to integrate human rights in its Rule of Law Programme by assisting in the ratification and implementation of international human rights instruments. In relation to women's rights, the Secretariat engages in dialogues and projects focused on capacity-building, awareness-raising and advocacy to reconcile customary norms and religious perspectives with more formal judicial processes, national laws and the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW).

A new area of focus for 2010/11-2011/12 is penal reform, covering for example, sentencing, detention and rehabilitation. The United Nations is seeking to reduce the global prison population. The Secretariat will work with the UN to support the implementation of the agreed strategy in Commonwealth members.

The Secretariat will seek to use the Commonwealth Law Ministers Meeting in 2011, and the meetings of Law Ministers of Small Jurisdictions and of Senior Officials of Law Ministries meetings in 2010 to streamline the rule of law work programme.

Results

1. Judicial systems and processes are more effective at delivering justice, and in particular upholding women's rights. Measures and strategies to combat trans-national crime, counter terrorism and anti corruption measures developed and adopted, and effectively implemented and used.
2. Criminal justice actors are well-trained and use best practice to respond effectively to transnational and domestic crimes.
3. Criminal justice institutions and legal frameworks are established and strengthened for effective delivery of criminal justice.
4. Criminal justice actors use tools produced by the Secretariat to enhance international cooperation on criminal matters.
5. Capacity for legal drafting is enhanced and the operational effectiveness of drafting facilities is improved.
6. International conventions on international and transnational crimes are adopted and implemented using model legislative provisions developed by the Secretariat.

Indicators

1. Changes in the nature and type of requests for assistance reflect members' progress in upholding the rule of law.
2. Number of investigations and successful prosecutions increase, and/or the number of more serious and time-consuming investigations increase, in the area of transnational crimes (for example, corruption, money laundering, human trafficking, terrorism related offences).
3. Increased and improved cooperation in criminal matters between member states, resulting in successful investigations and prosecutions.
4. An increase in the number of criminal law measures adopted, including in the areas of anti-corruption and anti-money laundering.
5. Constitutional arrangements reflect the Commonwealth (Latimer House) Principles.
6. More criminal justice actors trained in different aspects of gender and human rights awareness.
7. An increase in the number of effective provisions to guarantee gender equality in constitutions, laws or normative processes.
8. Increase in the number of qualified legal drafters at the national and/or regional level.
9. Increase in the use of model laws available to members for adaptation at national level.

Areas of work

The Secretariat divides its rule of law activities into two broad areas: justice, and criminal law.

Justice

- Provide technical assistance to train key legal actors, e.g. judges, prosecutors, court registrars, police, legislative drafters.
- Conduct research and provide technical assistance to support constitutional and legal reforms.
- Assist members to implement the Commonwealth (Latimer House) Principles.
- Publish the Commonwealth Law Bulletin (CLB) on a quarterly basis.

Criminal Law

- Provide country specific and regional technical assistance to combat trans-national crime, and support efforts to counter terrorism and fight corruption.
- Assist countries to strengthen their Financial Intelligence Units (FIUs) to support anti-money laundering and anti-corruption and combating financing of terrorism efforts.
- Conduct a comparative study of best practices in the criminal justice systems with an emphasis on police reform.
- Convene an Expert Group to revise the Harare Scheme.
- Develop model legislation on Mutual Legal Assistance.
- Develop and deliver interactive criminal justice training programmes for prosecutors.
- Develop a Commonwealth Plan of Action on Human Trafficking.

Spanning both justice and criminal law, the Secretariat will:

- Assist countries to develop strategies to combat corruption and comply with the provisions of the United Nations Convention on Anti-Corruption.
- Support national jurisdictions to implement international conventions and obligations by way of training courses, capacity building and model legislative provisions.

Programme 4: Human Rights

Programme Objective

To engage with member states and partners to strengthen the respect, protection and promotion of human rights in the Commonwealth.

Rationale for Programme

The protection and promotion of human rights are fundamental values of the Commonwealth. In the 2009 Trinidad and Tobago Affirmation of Values and Principles, Commonwealth members re-affirmed their commitment to the Universal Declaration of Human Rights and human rights covenants and instruments. The Programme will support and encourage the promotion and protection of fundamental human rights, emphasising the indivisibility and interdependence of civil, political, economic, social and cultural rights.

The Programme is anchored in the mandates received from Commonwealth Heads of Government and responds to requests from member states for assistance to meet particular human rights policy, institutional or other needs. The Secretariat also derives mandates from Ministerial meetings such as Youth, Law and Women. The Secretariat also supports and facilitates the work programme set out by the Commonwealth Forum of National Human Rights Institutions.

Focus and Comparative Advantage

In its work on the Human Rights Programme, the Commonwealth brings to bear a number of key features of its comparative advantage: relationship of trust, convening power, a supportive and enabling approach and an effort to respond to stated needs of members. These advantages are employed in the areas of work:

- (a) Promotion of the ratification of international instruments and the removal of reservations entered

Since the adoption of the Universal Declaration of Human Rights, the international human rights framework has progressed to establish norms standards and obligations through a range of international instruments. Key among these are the International Covenant on Civil and Political Rights, and the International Covenant on Economic, Social and Cultural Rights. In parallel the United Nations has strengthened its monitoring of implementation of these standards. In addition, national human rights frameworks have become stronger and clearer, including in national constitutions, institutions, legislation and common law, as well as a growing recognition of the rights dimensions to development and other spheres of inquiry and work such as climate change. More comprehensive understandings of human rights have begun to influence governments' policy approach from a holistic standpoint, integrating human rights across all policy areas, for example through the development of human rights action plans. The Commonwealth has developed expertise in the sharing of best practice and lessons learned in this area. The Secretariat's approach in focusing on small states provides a comparative advantage. Indeed, our engagement with members involves safe and supportive dialogue as opposed to those that "name and shame". By working with member countries in identifying challenges on human rights and exploring options of providing support to deal

with those challenges, the Secretariat is able to develop and implement human rights projects with the full confidence of beneficiary member governments.

- (b) Assistance, support and advice on the implementation of standards adopted in said ratifications at the national level, through direct assistance and through the development and promotion of Commonwealth best practice, including communication and facilitation of engagement with new regional or global human rights developments

The majority of Secretariat resources are devoted to the areas of capacity building and implementation of standards. The Commonwealth has developed an expertise in working on the human rights dimension of policing. A training manual for police trainers has formed the basis of a training module that has been widely taken up in over 40 Commonwealth countries. The bulk of Secretariat capacity building initiatives have involved middle ranking officials; feedback suggests that this work would be best complemented by initiatives involving senior leaders and decision makers. The Secretariat aims to address the gap through rights-based leadership training for the most senior level of politicians, officials and police and prison commissioners. As the only organisation providing human rights training at this level, the Secretariat seeks to support member countries in generating a culture of human rights at the highest level and to develop a human rights vision for the citizens of their country.

At the same time as human rights are achieving greater entrenchment in international and national affairs, new challenges continue to emerge that require human rights-informed responses. Climate change challenges countries' ability to fulfil the rights of individuals and protect the communities most affected. Economic vulnerability also continues to blight the fulfilment of the rights of underprivileged and marginalised groups. The Programme aims to promote and highlight of human rights dimensions within the context of these emerging challenges.

- (c) Assistance in the establishment and strengthening of National Human Rights Institutions and human rights units.

Human rights are gaining greater prominence internationally and are increasingly integrated into national policy agendas and across a diverse areas of national policy and development work. The number of national human rights institutions in the Commonwealth is growing as are human rights units and human rights initiatives within key state entities, such as ministries of justice and the police. The Commonwealth Secretariat has developed expertise in assisting with the establishment and strengthening of national human rights institutions both at a national level and also through building the capacity of regional and global networks, such as the Commonwealth Forum of National Human Rights Institutions. Secretariat's interventions enable the sharing of best practice between National Human Rights Institutions and also facilitate the development of a collective voice for the institutions on key regional or global issues.

- (d) Assistance to member states and stakeholders to encourage their constructive engagement in the Universal Periodic Review mechanism of the UN Human Rights Council

The UN Human Rights Council has raised the profile and reach of human rights monitoring. The Universal Periodic Review (UPR) mechanism represented a significant innovation of the

Council involving the review of the human rights situation in all UN Member States. It provides for a comprehensive approach to the protection of human rights at a national level because it supports consultations between government, civil society, national human rights institutions, community groups and other key actors. The Secretariat has worked with the UNOHCHR to engage with members due to undergo the review and to follow-up on recommendations. The Commonwealth is the only organisation that takes the tri-partite spirit of the Universal Periodic Review into its approach, bringing together governments, national human rights institutions and civil society. This approach has been particular to the Secretariat and has received much recognition.

Results

1. Member states ratify, adopt or improve implementation of international human rights instruments, particularly the UN Human Rights Conventions.
2. Key institutions, including the police, government departments, national human rights institutions and civil society organisations, use their improved capacity to monitor, protect and promote human rights.
3. Member states adopt and apply best practices, specifically on the development of integrated and comprehensive approaches to human rights such as national action plans, to develop their human rights policies and strategies.
4. Member states and Commonwealth citizens demonstrate improved awareness of human rights and human rights dimensions of current issues or developments
5. Member states participate effectively in the UN Human Rights Council's Universal Periodic Review and adopt rights-based approaches to topical debates and developments
6. The Commonwealth Forum of National Human Rights Institutions and regional networks of human rights institutions use Secretariat support to increase their sharing and exchange of best practices on human rights.

Indicators

1. An increase in the number of member states that have signed and ratified or expressed the intention to sign and ratify international human rights instruments.
2. Key institutions in member states adopt human rights policies and sustainable training practices to ensure compliance and implementation of human rights obligations.
3. Feedback indicates effective engagement between the state and non-state actors (including the media and civil society) on human rights issues and standards.
4. Breadth of distribution and number of sales of Commonwealth human rights awareness raising publications.
5. National consultation processes and reports submitted by member states to the UPR are of good quality, and members have an improved understanding of the legal and institutional changes required to meet the UPR recommendations.
6. An increase in the number of national human rights institutions and also those that engage and actively participate in regional networks and in the Commonwealth forum.
7. Feedback from national human rights institutions on the use of peer-to-peer learning and official statements by the Commonwealth forum and regional NHRI networks which reflect agreements on human rights issues.

Areas of work

- Raise awareness about human rights by producing and promoting Secretariat publications and human rights events, particularly on child rights, and the human rights implications of climate change
- Identify and promote best practices on human rights, notably on the use of comprehensive national strategies to integrate human rights across all policy areas,
- Assist in the establishment of and strengthening of the capacity of National Human Rights Institutions (NHRIs).
- Facilitate the meetings of the Commonwealth Forum on National Human Rights Forum
- Support regional networks of human rights institutions
- Provide training on human rights and rights-based approaches to key agencies and organisations such as police and parliamentarians
- Provide training for government, civil society and National Human Rights Institutions in preparation for the Universal Periodic Review, help facilitate UPR national consultations, and raise awareness of requirements for follow-up
- Provide technical assistance to countries to support the ratification and the implementation of human rights instruments

Programme 5: Public Sector Development

Programme Objective

To advance good governance by assisting governments build public service capacity, strengthen public institutions and improve service delivery.

Rationale for Programme

Many Commonwealth countries face challenges in their public sectors including limited resources, a lack of trained officials in key areas, corruption, weak policy environment and a lack of knowledge and technology to provide effective public services. Weak public service institutions and resource constraints severely limit members' capacity to sustain development, reduce poverty and achieve the Millennium Development Goals. The Public Sector Development Programme helps Commonwealth developing countries strengthen their structures of governance and public administration.

There is empirical evidence of a public sector service value chain: competent people are satisfied by delivering responsive services that satisfy citizens; in turn, citizens place greater trust in governments which deliver and champion citizen-centred services.

There is a pyramid of results in which information and communication technology (ICT) strategy supports leadership and public service capacity, which in turn contributes to improved service delivery and good governance. The Programme therefore focuses on these four interlinked and mutually reinforcing areas: advancing good governance, improving public service delivery, promoting the use of ICT for development and developing leadership and human resource management capacities.

Focus and Comparative Advantage

The Programme responds to a range of development issues to meet the specific needs of member countries in a diverse, complex, and rapidly changing environment. It also responds to CHOGM and ministerial mandates related to combating corruption, ICTs for development, public-private partnerships, corporate governance, stronger local government and effective public financial management, among others. In addition, policy advocacy of other thematic priorities affecting Commonwealth governments is an essential element of support for public institutions.

The Secretariat is aware that there are many other actors in this area. Within the overall comparative advantage identified for the Development pillar, this Programme enlists the following comparative advantages:

- Promotion of South-South co-operation as an integral part of the provision of development assistance and advice
- Responsive assistance provided quickly, flexibly and sensitively to member countries
- Assistance to member countries without the stringent conditions of some donors
- Capacity building that addresses some of the strategic gaps that large donors tend to overlook
- Unique mix of in-house thematic and regional expertise at a single point of access.

Results

1. Increased accountability, integrity, transparency, predictability and participation in public sector decision making and implementation.
2. Delivery of more effective citizen-centred public services.
3. ICTs used more effectively for development.
4. Enhanced public sector leadership and human resource management capacity.

Indicators

1. Public sector oversight and regulatory bodies apply enhanced capabilities and policy frameworks.
2. Public institutions use good practice, self-assessment tools and enhanced competencies to improve public financial management.
3. Public administrations and management development institutes (MDIs) develop and model gender policies.
4. Local and central government bodies use enhanced capabilities to manage decentralisation strategies.
5. Officials use enhanced competencies and policy frameworks to implement public-private partnerships.
6. Countries use improved public service management systems, processes and procedures, as well as policy and legislative frameworks.
7. Training institutions respond with improved capacity to public sector learning needs.
8. Number of countries that progress into the next stage of the ICT Maturity Matrix.
9. Officials use enhanced competencies, policy frameworks and good practice to manage human resources more strategically.
10. Public managers use enhanced leadership capabilities to lead and implement comprehensive public sector reforms.

Areas of Work

- Strengthening good governance through the promotion of anti-corruption, accountability and integrity measures.
- Strengthening public financial management institutions.
- Mainstreaming gender considerations at all levels within the public service.
- Improving local government service delivery.
- Developing enabling environments for public-private partnerships.
- Improving regional and country public sector management systems, processes, procedures and policy frameworks.
- Strengthening management development institutes (MDIs) and public sector training institutions.
- Promoting a culture of performance management.
- Operationalising legislative frameworks.
- Re-engineering organisational structures and service delivery processes.
- Building public sector leadership and human resource management capacities that facilitate comprehensive public sector reform.
- Strengthening leadership competencies, including those that enhance the political-administrative interface.

- Developing national ICT strategies, legislative frameworks for e-governance, business process re-engineering and the capacity of Chief Information Officers.

Institutional Capacity Development

Objective

To strengthen the capacity of local, national and regional institutions in priority areas of development through the provision of specific, tailored and sustainable technical solutions in response to the requests of member countries and regional bodies.

Rationale

Many Commonwealth members continue to face a wide range of development challenges, many of which require long term, strategic or holistic solutions.

This programme is complementary and supplementary to the work of all Secretariat divisions and is intended to support the overall achievement of the objectives in each programmatic area by directly contributing to the agreed results.

Focus and Comparative Advantage

The programme will focus on strengthening institutional capacity within member countries in line with the programmes and result areas outlined in the Commonwealth Secretariat Strategic Plan (2008/09 – 2011/12).

In doing so the programme will follow three key guiding principles:

- Wherever possible and appropriate, the programme will aim to ‘close gaps’ rather than ‘fill gaps’. Accordingly, the programme will focus on strengthening endogenous capacities through institutional development and capacity building in line with the programmes and result areas outlined in the Strategic Plan.
- The programme will consistently apply results based management principles to the design, management and monitoring of projects. Specific, measureable, and realistic outputs and outcomes will be defined, and effectiveness and sustainability of results ensured.
- Collaboration throughout the project cycle with divisions, member countries, Commonwealth Agencies, relevant stakeholders and other international partners, etc.

The programme shares many of the comparative advantages of the wider CFTC budget, namely that it is:

- Demand driven
- Based on south-south cooperation wherever possible and appropriate
- Responsive
- Inclusive, using our status as a trusted third party to build unique relationships at country level.

Results

1. Effective and demonstrable contribution to Results across the eight Programme areas
2. Improved responsiveness to membership
3. Increased accessibility of fund to all Divisions
4. Improved programmatic and geographic distribution
5. Consistent application of robust results based management principles
6. Improved accountability of the programme

Indicators

1. 75% of requests processed within six months (from receipt of substantive request to mobilisation of expertise)
2. All Secretariat divisions given equal opportunity to access funding
3. All programmatic areas benefitting
4. Geographic distribution of approx. Africa (45%), Caribbean (20%) Asia (15%) Pacific (20%)
5. Scoping missions conducted where appropriate (estimated 10% of requests) to determine the most effective and sustainable technical solution
6. All projects to include mid-term reviews
7. All projects to have project completion reports within 3 months of completion which will set out the impact of the project
8. At least 90% of projects completed within budget
9. Quarterly updates of progress of expenditure against budget to be issued within one month of the end of each quarter
10. Minimum number of projects funded to be maintained (50 at current funding level)

Modalities

Assistance provided to countries will mainly be in the form of long term specialist expertise which will be complementary to assistance that is provided elsewhere in the Secretariat and/or by development partners. Where necessary and appropriate this long term assistance will be supported by short term inputs (up to six months) from paid consultants, volunteers (using Commonwealth Service Abroad Programme type modalities) or internal staff.

The Commonwealth Service Abroad Programme (CSAP) will continue to provide voluntary expertise where necessary, particularly in response to natural disasters.

In order to improve sustainability upon project completion, institutional linkages will be created wherever possible.

Programme 6: Economic Development

Programme Objective

To strengthen policies and systems that build resilience and support inclusive and sustainable economic growth in member states.

Rationale for Programme

The onset of an unprecedented global economic crisis has had a significant impact on developing countries and their progress towards the Millennium Development Goals. The crisis commenced in 2007 but its greatest impact in member countries occurred most significantly since the adoption of this Strategic Plan. The vulnerability of small states, most of which are in the Pacific and the Caribbean, has been sharply accentuated by the crisis.

The global economic crisis has spurred more intensified work at the global level to stabilise the global economy, to reform global financial regulatory institutions, to reform the Bretton Woods Institutions, and to consider new approaches to addressing global governance, including strengthening linkages between the G-20 and non-G20 countries and institutions.

This Programme will assist member states to address challenges posed by the global economic crisis take advantage of new opportunities for economic growth, build resilience and improve their ability to manage economic development in an equitable and sustainable manner. It will address a range of economic issues, global, regional and national, which affect the ability of a country to achieve its development targets.

Focus and comparative advantage

The Programme has two broad areas of work: finance and financial sector development, and economic development.

With members at every stage of economic development, the Commonwealth has used its diverse membership – and in so doing built a track record – to build consensus among members on international economic and financial issues. The Secretariat was an early and prominent proponent of bilateral and multilateral debt relief and continues to play a leading role in debt management, as evidenced by the use of its debt management software in more than 60 countries. The Commonwealth was also the first organisation to define the small states agenda; today it has a long-standing and proven track record in this area. In the next two years, the Commonwealth will play an important advocacy and lobbying role in promoting reform of the architecture for global economic governance, including the international financial institutions, and in promoting closer linkages between the Commonwealth and global processes and organisations.

The Secretariat will continue to conduct research and disseminate best practice in areas such as investment, debt management, aid and aid effectiveness, and innovation in access to finance. The Secretariat will help bring about a better understanding of the impact of climate change on economic development, how to alleviate vulnerability and build resilience; the conditions needed for SME development; how to improve productivity; and how to achieve economic diversification. The Secretariat will continue to address the specific challenges faced by small states, and issues surrounding international financial centres, including their transparency and information-sharing obligations.

The Secretariat will continue to provide cost-effective technical assistance which is highly valued by its members, particularly by least developed countries (LDCs) and the Commonwealth's 32 small states. It will also maintain its in-house advisory and capacity building service, to provide free expert advice to member states, in the areas of trade facilitation and export competitiveness, economic and legal advice on the use of natural resources, the development of micro, small and medium sized enterprises (MSMEs) and debt management.

In order for the Secretariat's work to effectively promote inclusive growth, we intend to maintain an emphasis on pro-poor economic policies. We will continue to mainstream the promotion of growth with equity by advocating for and providing appropriate technical assistance for direct pro-poor policies as well as for the removal of institutional and policy-induced biases/barriers against the poor. These include discrimination on the basis of gender, ethnicity and religion – all of which harm the economic empowerment prospects of the poor more than the rich.

The Commonwealth Plan of Action for Youth Empowerment (PAYE) 2007-2015 identifies the development and implementation of measures to promote the economic enfranchisement of young people as a priority area. In the next two years, the Commonwealth Youth Programme will focus on youth employment through enterprise development; working to create an enabling environment for youth enterprise development through policy formulation and resource allocation.

Results

1. Governments have understood the impact of global economic, financial and environmental changes on national development
2. Member states are more able to respond effectively to withstand and respond to crises.
3. Member states' financial sectors are better regulated and establish effective financial literacy programmes.
4. Reform of international institutions, processes and outcomes reflect Commonwealth principles.
5. The international community increasingly addresses the concerns of small states.
6. Small States policy makers have used Secretariat best practices and new policies developed by the Secretariat to build economic resilience and cope with their inherent vulnerability.
7. Member states are more effective in negotiating trade agreements.
8. Member states secure more aid for trade resources.
9. Member states have an enabling and competitive environment for micro, small and medium size enterprises (MSMEs).
10. Viable competitive enterprises generate employment, income and reduce poverty
11. MSMEs comply with relevant standards and technical regulations that govern agricultural trade.
12. MSMEs participate in national, regional and international agricultural value chains.
13. Member states maximise the financial return on natural resources (mining and petroleum).
14. Member states make successful claims for maritime boundaries.
15. Member countries have managed debt more effectively.
16. Institutional capacity to manage debt effectively strengthened.

17. Member states participate effectively in the international trading system
18. Governments have understood the intrinsic linkages and implications of growth and development policies that are pro-poor and gender equitable.
19. Member states take advantage of the development opportunities and challenges in facilitating non-traditional financial resources for investment including Socially Responsible Investment (SRI) and for financing economic development including philanthropy capital.
20. Governments integrate measures to achieve sustainable livelihood and youth enterprise.

Indicators

1. Positive feedback from members on and citation of Secretariat research, analysis and policy advice.
2. Financial sector regulatory policies and literacy programs developed and implemented by member states.
3. Feedback from members on the inclusiveness, transparency, and participatory nature of reform processes.
4. Secretariat advocacy has influenced the international community's response to help countries withstand and respond to crises.
5. Member countries have adopted policies and legislation to withstand and respond to crises.
6. Small states policy maker signal that best practices and policies developed by the Secretariat have been useful.
7. Small states concerns are increasingly reflected in international discussions and outcomes.
8. Higher survival rates of SMEs and an increase in the contribution of SMEs to GDP.
9. Satisfactory negotiated settlement of maritime boundaries by Commonwealth states including successful extended continental shelf submissions to UNCLOS.
10. Countries are closely aligned with international legislation on maritime boundaries.
11. Countries develop and enact policies, laws, regulatory arrangements and codes relating to natural resources management.
12. Countries put in place new or reform existing institutions and legislation dealing with debt management.
13. Increased numbers of successful women in enterprise and greater and more equitable market access for women produces and entrepreneurs.
14. Gender is effectively mainstreamed in aid effectiveness and public financing through the introduction of gender responsive budgets.
15. Models for sustainable livelihood and youth enterprise designed, tested and adopted in member countries.
16. Developing country members indicate that the Secretariat's technical assistance, policy advice, advocacy and consensus building have contributed to strengthening their ability to effectively negotiate trade agreements, participate more beneficially and effectively in international trade, and secure additionality of aid for trade resources.

Areas of work

- International Finance & Capital Markets –access to finance for individuals and firms; policy development and advocacy in international system; financial sector regulation policy and implementation and reform of global financial regulatory institutions, the IFIs and global economic governance.

- International Trade & Regional Co-operation – research, advocacy and capacity building in trade, trade diversification, and development policy issues, including regional and global trade, as well as the promotion of South-South collaboration in these areas; assisting member states to formulate, negotiate and implement trade policy.
- Small States – advocacy on behalf of small states in the international community; assisting small states to cope with the challenges and benefit from the opportunities of globalisation through research, advocacy, technical assistance, and supporting networking.
- Policy advice on export competitiveness (national export and sectoral strategies); trade promotion and facilitation; improved compliance with international rules and standards.
- Economic and legal advice on maximising returns from natural resources (mining and petroleum); improvement in the management and development of natural resources - including mining, oil and gas as well as development and regulation of the energy sector; and on claims for delimiting maritime boundaries.
- Policy advice on enterprise and agriculture, especially related to the competitiveness of and enabling environment for MSMEs.
- Ongoing technical support to members and enhancement of the Commonwealth Secretariat Debt Recording and Management System (CS-DRMS).
- Strengthening legal and institutional frameworks for effective debt management and building capacity in member countries in debt analysis to support the development of debt management policies and strategies.
- High level advocacy, partnership brokerage and dialogue between member countries and leading strategic investors in the alternative investment community to develop alternative methods of financing development.
- Promote Gender Responsive Budgets, Aid Effectiveness and gender and trade as mechanisms for stimulating economic growth and sustainable development
- Support Public Private Partnerships (PPP) as a vehicle for mainstreaming gender in national economic growth

Programme 7: Environmentally Sustainable Development

Programme objective

To assist members, especially small and least developed countries, to manage risk and identify opportunities for environmentally sustainable economic development and pro-poor growth.

Rationale for Programme

The Environmentally Sustainable Development Programme is anchored in the Commonwealth Heads of Government 1989 Langkawi Declaration, which recognised the environment as a key resource and vital for pro-poor development. It also responds to the 2007 Lake Victoria Commonwealth Climate Change Action Plan, to which Heads of Government reaffirmed their commitment in 2009.

Environmental resources, and environmental functions such as the cycling of nutrients, waste products and water, provide the basis for economic and human development, yet many of these resources are under pressure from extraction, over-use and the impacts of climate change. The fourth Global Environment Outlook of 2007 highlighted serious environmental changes at all levels, including possible irreversible changes with potentially negative implications for economic and social development, especially for the poor and vulnerable groups in society. In their efforts to build lasting strategies for human development, governments are seeking ways of bringing economic and environmental objectives together in positive and mutually supportive ways. Developing countries are seeking to leapfrog traditional development approaches to move towards more sustainable pathways. This includes the development and implementation of low-carbon energy strategies, the capture of new opportunities for ‘green growth’, and the implementation of policies that help to build climate-resilient economies and societies. To do this, developing countries need financial and technological support, as well as additional human resource capacities.

Focus and comparative advantage

The Programme addresses two emerging sustainable development challenges faced by member states: climate change and rapid urbanisation. The Commonwealth constitutes the heartland of concern and need for action in these areas.

The United Nations Framework Convention on Climate Change (UNFCCC) identifies Small Island Developing States (SIDS) and Least Developed Countries (LDCs) as the two groups of countries that are most vulnerable to climate change, while the third assessment report of the Inter-governmental Panel on Climate Change (IPCC) identified Africa and Asia as the two continents that are most vulnerable to the adverse impacts of climate change. The Maldives, Kiribati and Tuvalu face an existential challenge from climate change, and extensive areas in other countries such as Bangladesh are also seriously threatened. The Commonwealth Secretariat will focus on implementation of all six areas of the Lake Victoria Commonwealth Climate Change Action Plan⁴. In accordance with the 2009 Trinidad CHOGM mandate,

⁴ The Plan calls for action in 6 areas: (1) quality and participation of governments in international negotiations on climate change; (2) consideration of the human and economic aspects of climate change, drawing on Commonwealth networks; (3) improved land use management and sustainable use of forest resources, including

particular emphasis will be placed on strengthening the participation of highly vulnerable member states in international negotiations on climate change; supporting small states and least developed countries to advance their own national strategies on adaptation and towards carbon-neutral and climate-resilient economies; and working with different groups to support a broad engagement in climate policy. The Secretariat's work supports implementation of the UN Framework Convention on Climate Change. The Secretariat responds to member states' own priorities and regional frameworks, taking a partnership approach to ensure that the work complements and supports other international efforts.

Drawing on Commonwealth principles, the Secretariat will also advocate for the reform of international institutions that support sustainable development in member states. The Secretariat convenes the Ministerial-level Commonwealth Consultative Group on Environment (CCGE) which is the Commonwealth's primary intergovernmental forum for consultations on environment and sustainable development issues; supports current efforts to support the reform of international environmental governance arrangements; and provides advice and support to member states in such a way that is sensitive to environmental impacts and concerns.

Almost one in six Commonwealth citizens live in slums - poverty has become an urbanised phenomenon. There can be no sustainable development without sustainable urbanisation. In addressing these concerns, many member states face deep capacity constraints and require suitable institutional support arrangements and help at all levels. In this area of human settlements, the Secretariat works through a multi-stakeholder partnership called ComHabitat which provides a platform for developing country concerns and fosters relationships for effective action. The strategic objectives for ComHabitat, endorsed in 2007 by ministers responsible for human settlement, are to improve financial investment in shelter and access to essential services; strengthen leadership and governance; and reduce risks and build community resilience in an urbanising world. The Secretariat convenes a high-level Ministerial forum (the Commonwealth Consultative Group on Human Settlements) to examine current issues and monitor progress with the work plan, and takes action on specific areas of the ComHabitat work plan.

Through its focus, the Programme supports member states in addressing MDG7 on ensuring environmental sustainability, focusing especially on targets that relate to climate change; human settlements (slums, sanitation, water); and mainstreaming of sustainable development in decision making.

While the Commonwealth is one of many international players working in these areas, it represents a large proportion of small states and other highly vulnerable states. It has an important contribution to make by focusing on the economic and governance aspects of sustainable development, drawing on its experience in the areas of economic vulnerability and resilience building, social policy support, and in promoting equitable and inclusive debate. The Commonwealth:

- Provides an effective forum for vulnerable countries to share views and concerns on climate change and environmentally sustainable development.

efforts to widen international knowledge and support of the Iwokrama Rainforest Programme; (4) issues related to the sustainability of fresh agricultural produce in respect of transported exports; (5) natural disaster risk management in member countries; and (6) technical assistance and other support to least developed countries and vulnerable small states.

- Advocates Commonwealth concerns related to sustainable development, through the “good offices for the environment” role mandated to the Secretary-General.
- Uses its networks of parliamentarians, negotiators, policy makers, young people and government officials to deepen understanding of social and economic concerns related to environmental sustainability. In particular, it employs a rapid analytical response to emerging issues, and helps to strengthen the voice of different groups, including those most affected by climate change, in policy development and implementation.
- Provides practical advice and support to strengthen engagement on, and policy responses to, climate change, human settlements development and mainstreaming of environmentally sustainable development into decision making.

Results

1. Vulnerable member states use Secretariat resources to secure better outcomes from climate change negotiations.
2. Member countries use Secretariat analysis to develop measures that mitigate the impact of climate change on the most adversely affected groups, including women.
3. Vulnerable member governments have used Secretariat support to progress strategies for: low-carbon development; and building economic resilience and competitiveness through their approach to climate change.
4. Commonwealth parliamentarians share advice on practices and approaches in developing and scrutinising national climate policies and programmes.
5. Member countries use Secretariat guidance and advice to achieve their own development objectives in ways that are coherent with sustainable development and best environmental practice.
6. Small states and LDCs have used Secretariat analysis and support to examine and advocate their insurance needs against natural disasters.
7. Knowledge, data and experiences arising from the conservation and use of the Iwokrama Rain Forest are made available to, and considered useful by, those involved in forest policy, and forest use and conservation.
8. Ten cities are measuring progress on the Commonwealth goal on human settlements.
9. Gaps in planning education in the Commonwealth are identified and inform the work of planning professionals and planning schools in formulating strategies to strengthen planning education in future.
10. International environmental governance reform processes reflect Commonwealth principles and concerns on the reform of international institutions.

Indicators

1. Feedback from climate change negotiators from small states, LDCs and Africa on the usefulness of the Secretariat’s resources and support.
2. Selected elements of national action plans and strategies for climate change address the impact on the most adversely affected groups and incorporate gender dimensions appropriately.
3. Feedback from selected countries on progress with implementing national action plans to promote climate-resilient and low-carbon growth.
4. Feedback from parliamentarians on the provision of improved knowledge and best practice in climate policy development and scrutiny.
5. Insurance needs of small states are reflected in international discussions and outcomes.

6. Feedback from Commonwealth forest policy practitioners on access to and value of Iwokama archives, publications, data and other information-tools, and their application to different settings.
7. Ten cities have produced information on their progress towards the Commonwealth goal on human settlements.
8. Feedback from planning professionals and planning schools on the usefulness of Secretariat support in their work to improve planning education within the Commonwealth.
9. Commonwealth deliberations on International Environmental Governance Reforms are cited or reflected in international deliberations on IEG reform.

Areas of work

Climate Change

Areas of the Lake Victoria Action Plan on Climate Change taken forward through technical assistance and policy discussions in the following areas: (i) enhance the quality and participation of highly vulnerable members in climate negotiations; (ii) work with states to advance implementation of national strategies for climate change mitigation and adaptation in highly vulnerable countries, focusing on relevant aspects related to finance, trade policy and partnerships for implementation; (iii) work with parliamentarians and other groups including youth to develop best practice in the elaboration and scrutiny of national climate policy, including aspects related to strengthening the voice of vulnerable groups in this process; (iv) support the Iwokrama Programme through the Board of Trustees and in dissemination of lesson learned to a wider Commonwealth constituency; and (v) support work on a range of issues related to insurance and risk mitigation for small and other vulnerable states.

Human Settlements

- Convene Commonwealth Consultative Group on Human Settlements in 2011.
- Seek grant funding to assist 10 or more cities to monitor progress towards human settlements goals.
- Work with planning professionals and planning schools to help strengthen planning education and leadership.

Mainstreaming Sustainable Development

- Convene meetings of the Commonwealth Consultative Group on Environment in 2011 and 2012.
- Support member states in their review of the Mauritius Summit on the sustainable development of small island developing states (September 2010).
- Support the consideration by governments of options for the reform of international institutions to better support environmentally sustainable development.
- Support member states in their consideration of a proposed Rio+20 meeting.

Programme 8: Human Development

Programme objective

To support Commonwealth countries to develop strategies and tools, and to use their public sector professionals more effectively, for human development.

Rationale for Programme

Support for gender equality, health, education and young people is a matter of social justice and human rights. It is necessary for improving social inclusion and promoting sustainable development. The Secretariat is committed to helping its members achieve the Millennium Development Goals (MDGs) related to gender equality, health and education, through indirect contributions in the form of advocacy, policy development and institutional strengthening.

Focus and Comparative advantage

As a collective, Commonwealth countries have a shared history that has led to the creation of broadly similar social sector systems – particularly in education and health, shared regulatory frameworks and legal codes that govern and influence the process of policy formation, and comparable public administration systems.

The current economic crisis, which follows swiftly on the food crisis that is particularly affecting Sub Saharan Africa, requires an intense focus on the leveraging of additional resources through effective public-private partnerships, south-south co-operation, and the development of innovative financing mechanisms. Additional resources are needed to reduce the impact on vulnerable groups, in particular the poor, the young and women, to ensure that human development gains and progress towards MDGs are maintained.

Within the Secretariat's human development agenda, there are four core themes that underpin its work:

- a. access to resources and services;
- b. equity by addressing the needs of vulnerable populations, marginalised groups and those that face discrimination;
- c. management of human resources for development; and
- d. attention to the special needs of small states.

Given its mandate and modus operandi, the Secretariat is best equipped to address human development issues by a) **developing advocacy strategies** to support the implementation of policies and programmes with proven effectiveness, and to inform and influence global thinking on how to address development challenges; b) **disseminating knowledge** and supporting policy development through sharing best practices and current thinking on human development issues, c) **implementing pilot projects**, that can then be taken to scale by countries or other development partners, where appropriate; and, d) **creating partnerships** within and outside of the Commonwealth, with public and private sector entities, including the new foundations that play an increasing role in funding and policy formulation for human development. The Secretariat is able to accomplish these roles given the depth and breadth of

its convening power, which extends beyond the social sectors and allows for a greater level of inter-sectoral dialogue than is common for most international development organisations.

Results

Advocacy:

1. Global consensus in the field of health, education, gender equity and youth empowerment, reflect the needs of Commonwealth members.
2. Members develop and adopt policies that help them to advance progress towards the MDGs, and equitable and sustainable development.

Access to services:

3. Increased and gender-responsive access to and improved quality of health, education and youth services.
4. Productive and economic resources more accessible to marginal groups.

Equity:

5. More equitable and people-centred policies, goods and services, addressing youth, gender, health and education needs.

Strengthened management capacity:

6. Strengthened capacity through improved professional and technical standards in the education, health, gender and youth development sectors, including improved management of migration issues and recruitment of professionals.

Indicators

Advocacy:

- Discussions and outcome documents reflect the needs and commitments of Commonwealth members.
- Number of countries that develop and adopt relevant people-centred and pro-poor policies.
- Number of countries implementing the provisions of the Commonwealth Teacher Recruitment Protocol.
- Number of countries adopting and implement acknowledged and recognised education good practices.
- Number of countries implementing the Commonwealth Code of Practice for International Recruitment of Health Workers.

Access:

- Number of participants completing the Commonwealth's Diploma in Youth Development.
- Increase in number of Universities/training institutes offering Commonwealth Diploma in Youth Development.
- Three regional education interventions initiated in Small States to address regional priorities.
- Number of countries developing inclusive policies and strategies that promote access for all in education.

- Number of countries adopting economic and legal reforms that enhance livelihoods of all citizens and promote social justice.
- Increase in number of countries with effective strategies and programmes for the use of ICT to manage health services and expand healthcare delivery.
- Number of countries with good retention and deployment strategies for health workforce to ensure access to quality health services.
- Number of countries with effective policies and strategies to address health MDGs, health workforce issues and Non-Communicable Diseases (NCDs).

Equity:

- Greater recognition of the importance of gender mainstreaming and women's empowerment as a critical tool in promoting livelihoods and achieving sustainable growth and development.
- Increased use of innovative mechanisms for advancing gender equality and women's rights.
- Extent of legal, social and policy reform and public service delivery systems of Commonwealth countries reflecting more inclusive and gender responsive approaches.
- Greater recognition of needs of adolescents for reproductive and sexual health.
- Introduction of "Civil Paths to Peace" related material in education programmes.

Strengthened management capacity:

- Number of youth ministries strengthened to better deliver youth programmes and services
- Number of universities/training institutions accepting the Commonwealth's Diploma in Youth Development
- Number of countries that adopt the Commonwealth Gender Budget Initiative and related Tools.
- Increase in the number of countries with strategies and policies to manage human resources for social development, with particular attention to labour force migration.
- Number of Commonwealth Small States with health workforce plans.
- Number of countries using the curriculum developed by the Commonwealth Secretariat and partners to train midwife tutors in East, Central and Southern Africa.

Areas of work

Advocacy:

- High level advocacy on education, gender, health and youth issues in all relevant development sectors.
- High level advocacy to promote gender responsive human development targets/indicators in the MDGs and other global frameworks and initiatives.
- Promote flexible education strategies for educating marginalised groups
- Promote Gender Responsive Budgets, Aid Effectiveness and gender and trade as mechanisms for stimulating economic growth and sustainable development.
- Promotion of social sector policies, laws, human rights approaches and mechanisms that foster inclusion, rule of the law and implementation of international human rights and labour standards.

- Promoting the use of gender sensitive monitoring tools and training utilised in project design, implementation and evaluation processes.
- High-level advocacy to address maternal mortality and acute global shortage of health workers.
- High-level advocacy to build global consensus on NCDs.
- High-level advocacy to develop effective e-health strategies for health management.

Knowledge Management:

- Production of reports that monitor the performance of Commonwealth countries in achieving the MDGs and related health, education and gender goals and targets.
- Study on nexus between rights deprivation, inequitable macro-economic policies and transformative effect of redressing these.
- Study on Climate Change/Citizenship in Education Curriculum.
- Development of training materials on School Leadership.
- Development of framework for health workforce planning for small states.
- Assessment of trends in health workforce migration.
- Strategies for strengthening Women's Affairs Ministers in Cabinet decision-making.

Implementation of Pilots:

- Conduct of Pilot Studies in four countries on Universal Secondary Education.
- Models for sustainable livelihood and youth enterprise designed and piloted.
- Northern Uganda Youth Development Project
- Development of gender-sensitive education materials, policies and research
- Workforce planning in small states.
- Advance Pilot Programme on Education and HIV/AIDS.

Strengthening Partnerships:

- Development of Public Private Partnerships (PPP) as a vehicle for integrating gender, health and youth issues in economic development.
- Fostering collaborative partnerships in education to promote EFA and MDG attainment.
- Fostering collaborative partnerships for the development of global policies in maternal and child health, AIDS, NCDs and health workforce and extend scope of health projects.

Ministerial Meetings

- Annual Commonwealth Health Ministers Meeting
- Triennial Commonwealth Education Ministers Meeting
- Triennial Commonwealth Women's Affairs Ministers' Meeting
- Quadrennial Commonwealth Youth Ministers' Meeting
- Quadrennial Sports Ministers Meeting

Business Support Function: Supporting the Secretary-General

Objective

Support effective overall leadership and oversight of the Commonwealth Secretariat, to ensure it delivers to the satisfaction of its Members. Support effective representational and leadership role in the wider Commonwealth and global communities, to ensure Commonwealth values and networks are vibrant and sustained.

Results

1. Effective representation and leadership to further the work of the Secretariat.
2. Sound handling of politically-sensitive issues
3. Efficient and effective internal governance and co-ordination mechanisms
4. Directors performing effectively, with clear roles and responsibilities
5. Systems and processes in place that support Results-Based Management and other aspects of enhanced performance across the Secretariat
6. Stronger and more coherent linkages between the Secretariat and other Commonwealth organisations
7. Innovative partnerships are developed or reinforced that support Commonwealth values
8. Profile of Commonwealth and its values are raised

Areas of work

- Leading and managing issues of major strategic importance and/or political sensitivity
- Travel and representation
- Overseeing of mechanisms to take forward cross-cutting programmes
- Delivering support frameworks for Directors
- Ensuring Audit and other relevant performance enhancement recommendations implemented in timely fashion
- Regular and ongoing dialogue with High Commissioners in London
- Regular and ongoing contact with civil society and representatives of other Commonwealth organisations
- Preparation of governing bodies enhanced by PPC oversight
- Effective Project Management Referral Unit (PMRU) quality assurance of projects
- Ensuring sound handling of correspondence
- Public out-reach including media work and public speaking

Business Support Function: Strategic Planning and Evaluation

Objective

To develop and monitor the implementation of the Secretariat's Strategic Plan, and oversee performance and evaluation in the Secretariat. To service effectively the Secretariat's governing bodies, and to act as an effective interface with civil society.

Results

1. A new 4-year Strategic Plan (2012/13-2015/16) reflects Members' priorities and areas where the Secretariat clearly demonstrates a comparative advantage.
2. Divisions are fully conversant with the planning and budgeting cycle, which is being used by Management and Divisions to prioritise their work at the organisational, programmatic and divisional levels.
3. In support of good governance of the Secretariat, meetings of the Board of Governors and Executive Committee are well-prepared and organised.
4. Improved reporting of contribution to Results in the Strategic Plan.
5. High quality documentation provided for meetings of governing bodies.
6. Commonwealth diplomats are better prepared for their role in governance of the Secretariat and the Foundation.
7. A high-quality Functional Co-operation Report prepared for CHOGM 2011 reflects the Secretariat's contribution to Results.
8. Divisions more effective in strategic planning for (and learning lessons from) Ministerial Meetings, including their focus, organisation and civil society engagement.
9. CHOGM mandates are efficiently allocated to Divisions and their implementation is regularly reported to governing bodies.
10. The project management and information system, ARTEMIS (and its accompanying project management guidelines) are operational in support of results-based management and reporting across the Secretariat.
11. The EPG's recommendations are presented for approval to members in early 2011.
12. Internal management bodies, including SMG Retreats and meetings and PPC, effectively contribute to good internal governance.
13. Savings identified by the Cost Review Group.
14. Knowledge capture and management systems, processes and practices are established and function well within the Secretariat.
15. Secretariat guidelines for the raising and management of extra-budgetary resources are developed and used.
16. In-depth evaluations are strategically targeted and enhance the quality and delivery of the Secretariat's work.
17. An evaluation culture established within the Secretariat.
18. Accreditation and reaccreditation processes function effectively and efficiently to ensure that civil society input is consistent with Commonwealth values and principles

and that there is an increased number and range of organisations seeking accreditation status.

19. Improved participation and deeper engagement of CSOs at Commonwealth meetings, including Ministerial Meetings and CHOGMs.
20. Contributing to an improved public standing of the Commonwealth as an organisation that is conducive to developing and facilitating partnerships with civil society.
21. Through civil society consultations, the views of civil society are appropriately taken into account by the Secretariat in pursuit of its work programme.

Business Support Function: Communications and Public Affairs

Objective

To enhance the impact of the Secretariat's work by providing communications advice and support to Divisions. To raise awareness of the Commonwealth, the Commonwealth Secretariat and the impact of its work.

Expected Results

1. Tailored messaging to different audiences.
2. Increased use of multi-media to deliver messages.
3. Better advanced planning by all Divisions to anticipate communication needs and aspirations.
4. Better planning by staff on the strategic use of publications (including consideration on the use of time for research and writing, the timing of the publication, the use of appropriate formats, defining the purpose and audience).
5. Increased and more strategic use of senior management, and other experts where appropriate, to promote the organisation, its messages and the impact of its work.
6. All publications available both online and in print.
7. A strong and coherent "brand" for publications in place, including through the establishment of a centralised system for the approval of proposed publications and a defined range of publications products for different purposes and audiences.
8. A coherent digital strategy for the organisation in place, encompassing all key online products (internet, intranet, extranet and CP3).
9. Divisions using the website effectively to deliver Programme results.
10. The intranet is developed and used as the central interactive information management tool.
11. Continue to secure sponsorship for Commonwealth events from organisations that adhere to Commonwealth values.
12. A policy for securing sponsorship in place.
13. Improved quality and volume of public affairs tools and materials.
14. Continued co-ordination of public communications with other Commonwealth bodies, especially for Commonwealth Day / Commonwealth Week.
15. Continued effective and efficient delivery of library and archive services.
16. Increased use of archives by external users.
17. Records management procedures integrated into planned roll out of SharePoint and electronic document management.
18. Through promotion of library services and the creation of a single search entry point for all library databases, staff can use the library as an integral resource to enhance the impact of their work.

Areas of work

Media

- Support Divisions with strategic communications advice through an account management system.
- Targeted use of multimedia to increase audience reach , doubling the number of video downloads by media wholesalers
- Create an online media room/channel where journalists can download multimedia content.
- Increase number of strategic media engagement (interviews, speaking platforms, Letters to the Editor, Op Eds etc) by SG, DSGs and Directors, and other Secretariat experts and “Commonwealth Champions” where appropriate.
- Publish (hardcopy and online) a list of Commonwealth Secretariat staff experts annually to showcase Secretariat experts as a resource available to the media

Publications

- CPAD to place more articles in specialised journals, strongly showcasing the Secretariat’s policy position on a range of major issues.
- Continue to publish approximately 30 book-type publications and approximately 6 discussion papers per year.
- Introduce at least one new kind of publication: short policy briefs, or working papers (free, quality-controlled), publishing at least 10 per year.
- Maintain current quality control systems on publications approvals.
- Increase scale and proportion of online marketing as against print marketing, measured by spend and number of marketing messages, so that we send 50% more email marketing messages in 2010-11 than in 2009-10.
- Undertake quarterly training sessions for staff in publishing.

Sponsorship

- Roll out a ‘Supporters’ type sponsorship programme for at least one other ministerial meeting (probably finance ministers meeting), generating at least an additional £50k in income p.a. to the Secretariat.

Website

- Co-ordinate development of the website with the creation of CP3
- Maintain the website and ensure that necessary sections receive more prominence on the homepage of the site
- Organise documents on the web for more effective retrieval via the internet, so the public can easily find the documents they want.

Public Affairs

- Continue to conduct briefings for visitors (officials, university students) and outreach programmes at schools (in addition to the annual Commonwealth Day visit by SG).
- Enhance the number, quality control and “brand consistency” of free publications.
- Increase range of information materials about the Commonwealth.

- Undertake more editing work for divisional publications to ensure consistency of format and editorial style for coherence and corporate branding.

Archive

- Maintain efficient release of archive material
- Increased use of archives by external users
- Integrate Records Management procedures into the planned roll out of SharePoint and electronic document management.

Library

- Continue the effective and efficient delivery of library services
- Through promotion, staff use the library as an integral resource to enhance their work
- Create a single search entry point for users.

Business Support Function: Human Resources

Objective

An upgraded and enhanced service, aligned with best practice in inter-governmental organisations, delivering human resource management policies, systems and procedures that enable the Secretariat to attract, recruit, and manage the talent that meets the needs of the organisation and delivers against the Results set out in the Strategic Plan.

Results

1. Delivery of effective and efficient human resources management and support, on the platform of an upgraded institutional unit (Human Resources Division).
2. Merit-based recruitment processes that accord with contemporary best practice at every stage of the process, and bring in staff who have the requisite skills and experience to meet the needs of the organisation, and who reflect the diversity of the Commonwealth.
3. Promotion of good human resource management practice, including through an overarching strategy and information system.
4. Implementation and consistent, fair and equitable application of clear regulations and policies set out in an updated, easy to use, staff handbook.
5. Completion of an in-depth and comprehensive review of the Secretariat's human resources framework (including terms and conditions of staff, regulatory arrangements, contractual terms, and job evaluations) and commencement of delivery on appropriate review outcomes.
6. Efficient and effective contract administration for Secretariat staff positions, and for consultants and experts under the Commonwealth Fund for Technical Co-operation.
7. Strengthened performance management, through provision of targeted staff development and training and talent management.
8. Effective human resources planning, monitoring and evaluation systems implemented, that are aligned with the programme planning and budgeting cycles.
9. In the area of employee relations, providing confidential, sensitive and timely support to managers and staff in areas of contract administration, grievance and disciplinary procedures and performance management issues.
10. Management of relations with the Commonwealth Secretariat Staff Association, to promote dialogue, consultation and engagement with staff on human resources-related issues, and ensuring that policies take into account the interests of staff.
11. Development and regular updating of service level agreements with Divisions to support timely, efficient and effective delivery of HR policies and practices.
12. Effectively maintain relations with FCO (in the interest of maintaining effective diplomatic relations with the host Government) and other partners on issues related to human resources management in the Secretariat.
13. Timely distribution of information to staff related to, inter alia, health, safety and travel issues.

Business Support Function: Finance and Administration

Objective

Design and running of efficient and cost-effective corporate management and business systems and processes that support the achievement of organisational goals.

Results

Finance

- Completed reform of financial and accounting systems to meet international standards (including full IPSAS compliance), and to strengthen fiduciary performance
- Delivery of sound and transparent financial procedures that enhance the responsiveness of the organisation in the delivery of its work programme.
- Preparation of clear and accurate budgets and accounts for the three Commonwealth funds.
- Efficient management of payroll, pensions, income, payments, travel and treasury functions.
- Provision of sound financial information and advice to management and governing bodies.

Conference

- Effective planning, organising and servicing of Commonwealth meetings, including CHOGMs, Ministerial Meetings, conferences, and other events in Commonwealth and non-Commonwealth countries.
- Provision of sound advice on all aspects of conference management, including policy, protocol and logistics.
- Co-ordination of events at Marlborough House.
- Cost efficient travel policies implemented.

General Services

- Effective management of property services/office accommodation, and full range of office services.
- Efficient management of the Secretariat's two office buildings, and the official residence of the Secretary-General.
- Efficient management of transport (the fleet and drivers), and of service contracts.
- Provide and maintain a safe working environment for Secretariat staff, and meet the organisation's duty of care owed to visitors and contractors.

IT

- Delivery of technology hardware and software that meets the needs of the Secretariat.
- Maintain fully functional office and associated systems.
- Build and upgrade skills and knowledge of Secretariat staff in using computers and related software.

Outside Offices

- Effectively manage the Joint Office for Commonwealth Permanent Missions to the United Nations.
- Establishment of Geneva Small States Office.

Printing

- Provision of an effective in-house artwork and printing facility for Commonwealth Divisions.
- Advise on and co-ordinate the purchasing of design and print outsourcing from external suppliers.