

2011 Perth, Australia

28–30 October 2011

Perth Communiqué

Strengthening the Role of the Commonwealth Ministerial Action Group

Perth Declaration on Food Security Principles

Agreement by Heads of Government Regarding the Eminent Persons Group
Proposals: A Commonwealth of the People – Time for Urgent Reform

Heads of Delegation

Perth Communiqué

Commonwealth Heads of Government met in Perth, Australia, from 28 to 30 October 2011, under the theme ‘Building national resilience, building global resilience’. Reflecting on the unique nature of the Commonwealth, a voluntary association which brings together 54¹ developing and developed nations from 6 continents, Heads reaffirmed their commitment to the values and principles of the Commonwealth and agreed to a series of actions to maintain the Commonwealth’s relevance, to ensure its effectiveness in responding to contemporary global challenges and to build resilient societies and economies. Given the significant challenges facing the global economy, Heads emphasised the importance of the international community working co-operatively to secure a sustainable global recovery. Heads highlighted the importance of a strong response to these challenges to provide the necessary confidence to global markets.

Heads welcomed the report of the Eminent Persons Group (EPG), *A Commonwealth of the People: Time for Urgent Reform*, and thanked members of the EPG for their outstanding work. They agreed that the report provided a strong basis to revitalise the Commonwealth and its institutions and ensure its continued relevance to member countries and their people – today and in the future.

To this end, Heads agreed to the following.

1. Heads agreed to reform of the Commonwealth to ensure that it is a more effective institution, responsive to members’ needs and capable of tackling the significant global challenges of the twenty-first century. This includes:
 - a) the reform of the Commonwealth Ministerial Action Group (CMAG);
 - b) consideration of the EPG recommendations on reform;
 - c) strengthening the management and delivery of Commonwealth programmes, including through regular review of their efficiency, effectiveness and results, against measurable indicators;
 - d) to this end, focusing delivery of practical assistance to members through greater prioritisation and alignment of programmes to members’ priorities on the basis of Commonwealth comparative advantage and, where necessary, retiring programmes that do not meet these criteria; and
 - e) undertaking associated reform of the Commonwealth Secretariat and ensuring the adequacy of resources and their appropriate use to enable it to deliver on its agreed mandates.
2. Heads agreed to actively promote, uphold, preserve and defend the fundamental values, principles and aspirations of the Commonwealth. Heads agreed to do this by:
 - a) agreeing to the recommendations of CMAG to strengthen the role of CMAG, in order to enable the group to deal with the full range of serious or persistent violations of Commonwealth values.

- b) resolving that the composition of CMAG for the next biennium should be as follows: Australia, Bangladesh, Canada, Jamaica, Maldives, Sierra Leone, Trinidad and Tobago, the United Republic of Tanzania, and Vanuatu.
- c) agreeing that there should be a Charter of the Commonwealth, as proposed by the EPG, embodying the principles contained in previous declarations, drawn together in a single, consolidated document that is not legally binding.
- d) agreeing to a text for the Charter in 2012, following a process of national consultations, consideration by a task force of Ministers drawn from all geographical groupings of the Commonwealth, and a full meeting of Foreign Ministers in New York in September.
- e) tasking the Secretary-General and CMAG to further evaluate relevant options relating to the EPG's proposal for a Commissioner for Democracy, the Rule of Law and Human Rights and to report back to Foreign Ministers at their September meeting in New York.
- f) noting that the EPG's recommendations relating to CMAG were consistent with the CMAG reforms adopted by Heads at this meeting.
- g) responding to the remaining EPG recommendations as follows:
 - i. adopting without reservation 30 recommendations;
 - ii. adopting, subject to consideration of financial implications, 12 further recommendations;
 - iii. asking the task force of Ministers (paragraph 2(d) above) to provide more detailed advice on 43 other recommendations to Foreign Ministers at their September meeting in New York, as a basis for a further decision by Heads; and
 - iv. deeming 11 recommendations inappropriate for adoption.
- h) strengthening the newly established Commonwealth Network of Election Management Bodies, as well as election monitoring, and supporting capacity-building for professional election administrators.
- i) urging the interim government of Fiji Islands to restore democracy without further delay, to respect human rights and to uphold the rule of law, and reaffirming that the Commonwealth should continue to remain engaged with Fiji and support efforts towards that end.
- j) urging members to consider becoming parties to all major international human rights instruments; to implement fully the rights and freedoms set out in the Universal Declaration of Human Rights and the Vienna Declaration and Programme of Action, as well as those human rights treaties to which they are a party; to uphold these rights and freedoms; to share best practice and lessons learned, including from the United Nations Universal Periodic Review process; and to continue to support the work of national human rights institutions.
- k) promoting tolerance, respect, understanding and religious freedom, which, inter alia, are essential to the development of free and democratic societies.

3. Heads committed to revitalising the Commonwealth's development priorities to ensure it effectively articulates and meets the development needs of member countries today and in the future. To this end Heads:
- a) agreed the Perth Declaration on Food Security Principles.
 - b) reflected on the multiple development challenges confronting small states in the global economy as a result of their inherent vulnerabilities, and agreed that this is having an adverse impact on their sustainable development and growth prospects. In this context Heads:
 - i. welcomed and endorsed the outcomes of the first Global Biennial Conference of Small States held in 2010.
 - ii. endorsed the outcomes of the Commonwealth and Developing Small States Meeting, which stressed, in relation to Commonwealth and developing small states, least developed countries (LDCs) and small island developing states (SIDS), the importance of taking urgent action on climate change and sustainable development, particularly through the G20, the UN climate change conference in Durban, and the UN Conference on Sustainable Development (Rio+20); the need to work towards legally binding outcomes under the UN Framework Convention on Climate Change (UNFCCC) capable of avoiding dangerous climate change; the need for enhanced action on adaptation and transparent and accessible climate finance to support developing small states; the need for practical outcomes at Rio+20 on the blue economy to ensure the sustainable management of our oceans as the basis for livelihoods, food security and economic development; and the need for Commonwealth G20 members to reflect these concerns and perspectives at the upcoming G20 summit.
 - iii. agreed that vulnerability to climate change is widespread and particularly affects small states. The Commonwealth has an important role to play in advancing the climate change priorities of Commonwealth small and vulnerable states as well as fostering mutual collaboration among Commonwealth countries in order to address such priorities.
 - iv. agreed to assist small and climate-vulnerable states develop their capacity to respond in a timely and effective way to disasters and to build their national disaster response capabilities.
 - v. welcomed the establishment of the Commonwealth Office for Small States in Geneva and urged further support for it.
 - vi. considered the substantive work that the Commonwealth has done on the issue of small states, including on SIDS, and called for this expertise to be shared with other international institutions, such as the UN, which are involved in the implementation of the Mauritius Strategy and the Barbados Programme of Action.

- c) recalled the Port of Spain Climate Change Consensus and noted the undisputed threat that climate change poses to the security, prosperity and economic and social development of the people, as well as the impact it has in terms of deepening poverty and affecting the attainment of the Millennium Development Goals (MDGs), and reaffirmed their commitment to work towards a shared vision for long-term co-operative action to achieve the objective of the UNFCCC, addressing mitigation, adaptation, finance, technology development and transfer, and capacity-building in a balanced, integrated and comprehensive manner; in this context Heads:
- i. committed to advocate for these actions at the UNFCCC conference in Durban and beyond, for legally binding outcomes;
 - ii. committed to work together to build climate resilience and to facilitate the efficient mobilisation of funding for urgent and effective mitigation, adaptation and capacity-building, prioritising the most vulnerable developing countries, including SIDS, and recognised the importance of markets in maximising global emission reductions at the least possible cost, and the promotion of technology transfer to these countries;
 - iii. recognised the existential impact of climate change on coastal and island communities and emphasised the great importance of building national resilience to ameliorate local climate change-induced population displacement, as well as the imperative to reach strong and effective solutions to reduce global emissions and enhance multilateral, regional and bilateral co-operation on adaptation; and
 - iv. committed to practical action in line with the Lake Victoria Commonwealth Climate Change Action Plan, including efforts to facilitate immediate access to climate change finance and technology transfer, especially for mitigation and adaptation.
- d) agreed to focus on practical and ambitious outcomes at Rio+20 in June 2012 to address the challenges facing this and future generations, including with a view to expediting implementation of the outcomes of the Global Conference on Sustainable Development of Small Island Developing States; in this regard Heads:
- i. committed to advocate urgent action at Rio+20 to assist developing states to build resilience through sustainable development, in particular by taking steps to transition towards green growth trajectories and to strengthen institutional frameworks for achieving this transition. Rio+20 should deliver an outcome which allows progress to be measured in a meaningful way. The value of natural resources should be given due consideration in economic decision-making.
 - ii. agreed to explore options for sharing best practices on resource management and promote initiatives to provide access to monitoring, research, education and training, and technical and policy expertise.

- iii. welcomed the briefing they received on the emerging conclusions of the UN Secretary-General's High-level Panel on Global Sustainability.
 - iv. recognised the need to preserve the policy space of countries to frame their own national strategies to prioritise according to their national circumstances.
 - v. supported and upheld the role and place of local government, in partnership with the private sector, for promoting strategies for localism, sustainable development and economic growth, and supported the implementation of the Cardiff Consensus for Local Economic Development in the Commonwealth.
 - vi. recognised the valuable role clean and renewable energy will play in a sustainable future and the importance of promoting the implementation of green technology.
 - vii. recognised the importance of energy security through improved efficiency measures and the promotion of clean and affordable energy, including renewable energy.
 - viii. recognised also the need for sustainable management of oceans for livelihoods, food security and economic development.
 - ix. emphasised that poverty eradication and the provision of universal access to energy for all remain important priorities and that the green economy is a pathway to achieve these objectives on the basis of the Rio Principles of Sustainable Development.
- e) agreed to promote more effective natural resource management through greater transparency and better governance, and, taking account of the values of natural capital in decision-making, build on the Commonwealth's long-standing practical contributions to member governments in this area. To that end, they:
- i. agreed to build capacity in and share best practice on resource management, and welcomed members' initiatives to provide access to research, education and training, and technical and policy expertise;
 - ii. welcomed the Extractive Industries Transparency Initiative principles and encouraged Commonwealth countries to consider supporting or implementing them; and
 - iii. committed to combating the illegal exploitation of natural resources, including through supporting the Lusaka Declaration of the International Conference of the Great Lakes Region.
- f) agreed to promote inclusive education and to accelerate efforts to achieve quality universal primary education, in line with the MDGs and Education for All goals. They further agreed to:

- i. help children attain basic levels of literacy and numeracy by strengthening international mechanisms and co-operation, including through new technologies;
 - ii. create opportunities for skills development and quality secondary and higher education; and
 - iii. call for a successful completion of the first replenishment of the Global Partnership for Education in Copenhagen in November 2011.
- g) committed to universal access to healthcare and services to improve maternal and reproductive health; to supporting access to safe, affordable and quality medicines; to support for all Commonwealth people by accelerating the implementation of international conventions; and eradicating disease by improving domestic health strategies and immunisation systems. Heads agreed to do this by:
 - i. accelerating action and financial support to eradicate polio, including by improving routine immunisation systems;
 - ii. accelerating implementation of the Political Declaration of the UN High-level Meeting on the Prevention and Control of Non-communicable Diseases and the World Health Organization Framework Convention on Tobacco Control;
 - iii. committing to accelerating action to implement the objectives outlined in the 2011 UN Political Declaration on AIDS;
 - iv. recognising that malaria is one of the leading causes of death and a major obstacle to the achievement of sustainable development and poverty alleviation, agreeing to work proactively with key stakeholders and partners towards accelerated implementation of strategies to reduce malarial morbidity and mortality in member countries;
 - v. addressing malnutrition, measles, acute respiratory infections and diarrhoea as leading causes of death for children under five, as well as prevalent diseases such as tuberculosis and rotavirus, including through proven international mechanisms such as the Global Alliance for Vaccines and Immunization (GAVI).
- h) committed to maximise the economic and social benefits of migration to improve the resilience and prosperity of Commonwealth members, whilst addressing the challenges posed by irregular migration, which undermines legal migration policies. They:
 - i. called for stronger international co-operation to manage migration effectively in countries of origin, transit and destination, in order to bolster migration's positive effects and to enhance safety nets for migrants;
 - ii. called for co-operation in the fight against irregular migration, including in particular the readmission of own nationals staying irregularly in

- other states, in accordance with bilateral agreements and international obligations;
- iii. in this context, articulated the link between migration and development, affirming the importance of adopting migration strategies that would reduce the cost of migration and create incentives for diaspora communities to invest their financial resources and expertise in the development of their countries of origin; and
 - iv. noted and encouraged participation in the Global Forum on Migration and Development, which Mauritius will host in 2012.
- i) agreed to work together, provide financial support to, and make the policy and institutional changes needed to accelerate achieving the MDGs; and:
 - i. directed the Secretariat to assist members in having their priorities reflected at the special event to be organised by the President of the 68th Session of the UN General Assembly to take stock of efforts made towards achieving the MDGs.
 - j) called for renewed international commitment to the principles of aid effectiveness to achieve the MDGs by 2015, more imperative than ever in the current challenging global economic and financial environment and, in this regard, noted with appreciation the Commonwealth Statement on Accelerating Development with More Effective Aid and expressed their desire to achieve a successful outcome at the Fourth High-level Forum in Busan.
 - k) welcomed the launch of the Commonwealth Connects portal as a contemporary platform for networking, building partnerships and strengthening the Commonwealth's values and effectiveness, and encouraged its use.
 - l) reiterated their support for the Commonwealth Connects programme, which is encouraging greater effort from member countries to harness the benefits provided by technology, through promoting strategic partnerships, building information and communication technology (ICT) capacity and sharing ICT expertise. They encouraged member countries to contribute to the Commonwealth Connects Special Fund and requested the Secretariat's continued support for the programme.
4. Heads agreed to work together and with global partners to secure the global economic recovery and ensure a stronger, more sustainable and balanced global economic system that will benefit all Commonwealth countries:
- a) committing to avoid trade protectionism and advocating the importance of an open, transparent and rules-based multilateral trading system as a driver of global growth and to support development, and in this context:
 - i. congratulated the 13 Commonwealth countries that have agreed to formal negotiations to create an African Free Trade Area, covering 26 countries from the Cape to Cairo, by 2014.

- b) committing also to support regional economic integration, enhancing market access and building the capacity of LDCs, landlocked developing states, and other small and vulnerable economies, including SIDS, to participate in and benefit from the global trading and economic system, and to further encourage pan-Commonwealth trade.
- c) reaffirming their commitment to pursuing development-oriented and ambitious results in the World Trade Organization (WTO) Doha Development Round, but noting with grave concern the impasse in current negotiations and calling upon WTO members to make substantive progress at the Eighth WTO Ministerial Conference in December 2011 for an early conclusion of the Doha Round. They:
 - i. reaffirmed the role of the WTO in making rules which keep pace with demands generated by global economic shifts, help police protectionist measures and contribute to a sustainable global economic recovery;
 - ii. urged the international community to accelerate efforts to enhance market access for LDCs, landlocked developing states and SIDS at the forthcoming WTO Ministerial Conference;
 - iii. urged support for an anti-protectionist pledge at the forthcoming WTO Ministerial Conference;
 - iv. considered innovative approaches to drive forward trade liberalisation and to strengthen the multilateral rules-based trading system; and
 - v. further reaffirmed the importance of sustained and predictable Aid for Trade (AfT) in strengthening the capacity of developing country members, in particular small and vulnerable economies, to become more competitive and better able to capture opportunities created by more open regional and global markets. To this end, Heads called for continued support for AfT and improved disbursement procedures at the forthcoming WTO Ministerial Conference.
- d) urging the G20 to take the necessary steps to address current economic instability and to take concrete steps to put open trade, jobs, social protection and economic development at the heart of the recovery. This will provide the necessary confidence to global markets and ensure a more stable global economic environment. In support of this, Heads:
 - i. committed to take all necessary steps to support the global economic recovery;
 - ii. supported ongoing high-level political engagement with the G20 Chair and, in this context, welcomed the interaction of the Secretaries-General of the Commonwealth and La Francophonie with the Chair of the G20, as initiated in 2010;
 - iii. agreed that Commonwealth G20 members would undertake to convey Commonwealth members' perspectives and priority concerns to the G20 Summit in Cannes, France; and

- iv. agreed to launch an annual officials-level Commonwealth meeting on the G20 development agenda, building on the Commonwealth's current contributions to the G20 Development Working Group.
- e) agreeing to reduce the cost of remittance transfers by removing barriers to remitting and encouraging greater competition in the transfer market by endorsing the World Bank's General Principles for International Remittance Services.
 - i. In line with this, Heads committed to implement practical measures at the national level to reduce the cost of remittances.
- 5. Heads committed to improving gender equality and the empowerment of women in the Commonwealth:
 - a) supporting national programmes to this effect, including initiatives to eliminate gender-based violence, intensifying efforts to promote women's decision-making roles at all levels and continuing to improve advocacy for women's leadership and the empowerment of women as leaders.
 - b) implementing international instruments and agreements on women's rights, including the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Beijing Declaration and Platform for Action, the Commonwealth Plan of Action for Gender Equality 2005–2015, the Joint Statement on Advancing Women's Political Participation² and UN Security Council Resolutions (UNSCRs) 1325, 1888 and 1889.³
 - c) applauding the work of the Secretariat in promoting the significance of the 2011 Commonwealth Day Theme 'Women as agents of change' and the centrality of gender equality and the empowerment of women to achieving the MDGs.
 - d) directing the Secretariat to institutionalise the principles of gender mainstreaming, as enshrined in the Commonwealth Plan of Action; to provide recommendations to Heads, through the Tenth Commonwealth Women's Affairs Ministers Meeting (WAMM), on steps that need to be taken to mainstream gender equality across all Commonwealth work; and to make real progress on implementation of the Plan of Action.
 - e) supporting the call made by Ministers at the Ninth WAMM held in Bridgetown, Barbados, in June 2010 for a more effective response from all actors in the global community to the disproportionately negative impact of the current international and national economic crises on women.
 - f) giving due consideration to the domestic legislation of member countries; the Commonwealth may address the issue of early and forced marriage, and consider actions to support the rights of women and children and to share its best practices to promote the implementation of measures to tackle early and forced marriage.

6. Heads committed to providing a greater voice and a more effective role for youth in the Commonwealth, who represent over 50 per cent of the Commonwealth population. To this end, Heads committed to:
 - a) directing the Commonwealth Secretariat to undertake an assessment of the Commonwealth's progress on the Plan of Action for Youth Empowerment, to be submitted with recommendations to Heads, through the Commonwealth Youth Ministers Meeting in 2012, on steps that need to be taken to improve youth engagement and empowerment;
 - b) enhancing communication with youth, collecting and sharing good practices, and ensuring that the voice of youth is represented in Commonwealth actions at national and international levels; and
 - c) recognising the important role of government, the private sector and technical and vocational training institutions in addressing youth unemployment, and the vital importance of sport in assisting young people to stay healthy, contribute to society and develop into leaders of their communities.
7. Heads agreed to maintain their commitment to a stable and secure national and international environment as a foundation for sustainable growth and resilience for Commonwealth countries and the broader international community. Heads committed to improving international security by:
 - a) unequivocally preventing the use of their territories for the support, incitement to violence or commission of terrorist acts, implementing the necessary legal framework for the suppression of terrorist financing, and preventing the raising and use of funds by terrorists, terrorist front organisations and transnational terrorist organisations;
 - b) accelerating efforts to conclude negotiations on the Comprehensive Convention on International Terrorism;
 - c) accelerating efforts to combat piracy in a manner consistent with international law and to strengthen maritime security, including through enhancing the capacity of coastal states;
 - d) urging the international community to recognise that the menace of piracy in the Indian Ocean cannot be effectively tackled in the absence of political stability and security in Somalia, urging concerted efforts towards strengthening the Transitional Federal Government and other state institutions, including the security sector, encouraging the international community to mobilise additional funding for the African Union Mission in Somalia (AMISOM), as appropriate, and encouraging global support in combating piracy and terrorism, including through enhanced maritime security;
 - e) encouraging states to continue supporting the Contact Group on Piracy off the Coast of Somalia in its co-ordination of international counter-piracy efforts;

- f) combating proliferation and trafficking of illicit small arms and light weapons;
 - g) embracing moderation as an important value to overcome all forms of extremism, as called for by the Global Movement of the Moderates;
 - h) encouraging participation in the 2012 Diplomatic Conference to negotiate on the basis of consensus an effective Arms Trade Treaty which is of broad universal acceptance;
 - i) improving legislation and capacity in tackling cybercrime and other cyberspace security threats, including through the Commonwealth Internet Governance Forum's Cybercrime Initiative;
 - j) affirming support for the Biological and Toxin Weapons Convention and its Seventh Review Conference in December 2011; and
 - k) continuing to tackle the root causes of conflict, including through the promotion of democracy, development and strong legitimate institutions.
8. Heads agreed to combat people smuggling and human trafficking by clamping down on illicit criminal organisations and bringing the perpetrators of these crimes to justice, while protecting and supporting the victims of trafficking. Heads committed to:
- a) fight people smuggling as part of their broader efforts to maintain border integrity and manage migration, including through enhancing border security and regional co-operation;
 - b) put in place the necessary legal and administrative framework to address the challenge of human trafficking, affirming their commitment to the principle of solidarity and co-operation between states with regard to the identification, assistance and protection of victims of trafficking; and
 - c) comply with all obligations arising under international law, and urged all countries to become parties to and implement, the UN Convention against Transnational Organized Crime and the protocols thereto, in particular the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, and the Protocol against the Smuggling of Migrants by Land, Sea and Air.
9. Heads agreed to promote the future of the Commonwealth through the strong and important voice of its people, by:
- a) welcoming the contribution made by intergovernmental, associated and other Commonwealth organisations, including the Commonwealth Foundation, the Commonwealth of Learning, the Commonwealth Parliamentary Association, the Commonwealth Business Council (CBC), the Commonwealth Local Government Forum and the Commonwealth Association for Public Administration and Management;

- b) urging Commonwealth organisations and civil society to enhance Commonwealth networks and partnerships with a view to achieving the fundamental values and aspirations of the Commonwealth;
 - c) relaunching the Commonwealth Foundation in 2012, while retaining its fundamental intergovernmental nature and maintaining its accountability to member countries, with a revised mandate and memorandum of understanding so that it can more effectively deliver the objectives of strengthening and mobilising civil society in support of Commonwealth principles and priorities; and
 - d) welcoming the outcomes of the Commonwealth People's Forum, Business Forum and Youth Forum.
10. Heads agreed to reaffirm previous Commonwealth Heads of Government Meeting (CHOGM) communiqués on the Republic of Cyprus and express full support for the sovereignty, independence, territorial integrity and unity of the Republic of Cyprus and the efforts of the leaders of the two communities, under the auspices of the UN Secretary-General's Good Offices Mission, to bring about a comprehensive Cyprus settlement, based on the UN Charter and the relevant UNSCRs for a State of Cyprus with a single sovereignty, a single international personality and a single citizenship, in a bicomunal, bizonal federation with political equality, as described in the relevant UNSCRs. Heads called for the implementation of UNSCRs, in particular 365 (1974), 541 (1983), 550 (1984), and 1251 (1999), and reiterated their support for the full respect of the human rights of all Cypriots and for the accounting for all missing persons. They also extended their full support and solidarity to the Republic of Cyprus in the exercise of its sovereign rights under international law, including the UN Convention on the Law of the Sea, to explore and exploit the natural resources in its exclusive economic zone.
11. Heads noted recent developments in the ongoing efforts of Belize to seek a just, peaceful and definitive resolution to Guatemala's territorial claims. Heads noted that, due to the electoral campaigns scheduled in both Belize and Guatemala in the coming months, it was envisaged that the earliest date for the referendums required to submit the matter to the International Court of Justice (ICJ) would be in late 2013. Heads expressed a high level of confidence that the dispute could be resolved through the judicial procedure of the ICJ and urged the support and financial assistance of the international community for this process. Heads further expressed satisfaction with the ongoing confidence-building measures supported by the Organization of American States, which had contributed immensely to stability in the adjacent border areas of Belize and Guatemala. They noted with concern the environmental problems being faced by Belize in its national parks along its adjacent areas with Guatemala due to the increasing encroachments by Guatemalan citizens for illegal logging. Heads reiterated their firm support for the territorial integrity, security and sovereignty of Belize and mandated the Secretary-General to continue to convene the Commonwealth Ministerial Committee on Belize whenever necessary.

12. Having received a report on Guyana–Venezuela relations, Heads expressed their satisfaction that the relations between the two countries continued to grow and deepen. Heads noted that the Foreign Ministers of Guyana and Venezuela had met recently in Trinidad and Tobago to address the concerns of the Government of Venezuela over Guyana's submission of a claim to an extended continental shelf to the Commission on the Limits of the Continental Shelf. Heads expressed the view that the current climate in the relations between Guyana and Venezuela was conducive to the realisation of the mandate of the UN Good Offices Process. Heads reaffirmed their unequivocal support for the maintenance and safeguarding of Guyana's territorial integrity and sovereignty.
13. Heads welcomed the interest shown by the Government of South Sudan in joining the Commonwealth and to request the Secretariat to pursue the established procedures in this regard.
14. Heads looked forward to the conditions being created for the return of Zimbabwe to the Commonwealth and continued to encourage the parties to implement the Global Political Agreement faithfully and effectively.
15. Heads congratulated the Head of the Commonwealth on her Diamond Jubilee in 2012. Heads welcomed proposed Commonwealth initiatives to mark this historic occasion, in particular the establishment of a Queen Elizabeth Diamond Jubilee Trust, which would be funded by private donations and voluntary contributions from governments. This will support charitable projects and organisations across the Commonwealth, focusing on areas such as tackling curable diseases, the promotion of all forms of education and culture, and other Commonwealth priorities.
16. Heads reappointed Mr Kamallesh Sharma as Commonwealth Secretary-General for a further four-year term commencing April 2012.
17. Finally, Heads reaffirmed their decisions to meet next in Sri Lanka in 2013 and thereafter in Mauritius in 2015, as well as to welcome the offer by Malaysia to host the 2019 CHOGM.

30 October 2011

Strengthening the Role of the Commonwealth Ministerial Action Group

At the Trinidad and Tobago CHOGM in 2009, Heads of Government agreed that consideration be given to strengthening the role of CMAG, in order to enable the group to deal with the full range of serious or persistent violations of the Harare Principles. They also noted the decision of CMAG to constitute a working group of its own member countries to look into how its work may be further refined and elaborated to make it more effective, in consultation with other member countries, and to make proposals on this matter to the wider membership. They agreed that this examination should be confined to matters within CMAG's existing mandate and that any proposals for going beyond that mandate should be referred to Heads.

Background

1. The Commonwealth Ministerial Action Group was established by Heads of Government in 1995 as part of the Millbrook Action Programme. It was set up as a mechanism to deal with serious or persistent violations of the principles set out in the 1991 Harare Declaration (the Harare Principles).
2. The group, which is convened by the Secretary-General, originally comprised the Foreign Ministers of eight countries, with the discretion to invite the participation, on an ad hoc basis, of the Foreign Minister of any other member country that could add value to CMAG's consideration of a particular situation. At the Coolum CHOGM in 2002, Heads agreed that the Foreign Minister of the country of the Chairperson-in-Office should also be an ex officio member of CMAG. Since then, CMAG has comprised the Foreign Ministers of nine member countries.
3. CMAG members normally serve two terms of two years each, but Heads decided at Coolum that a member 'could be retained for a third term if this was deemed desirable to preserve continuity, institutional knowledge, or to provide linkages with international organisations'. The composition of CMAG is reviewed every two years, at CHOGM. Heads of Government ensure regional balance, continuity and institutional memory by staggering the rotation of CMAG members.
4. CMAG was tasked with assessing the nature of an infringement of the Commonwealth's fundamental political values, as enshrined in the Harare Principles, and recommending measures for collective Commonwealth action aimed at the speedy restoration of democracy and constitutional rule. In the Millbrook Action Programme, Heads of Government agreed on a series of measures that CMAG should take in response to serious or persistent violation of the Harare Principles.
5. The first attempt to expand and clarify CMAG's mandate was an initiative in 1997 by the then Secretary-General, Chief Emeka Anyaoku, to compile a set of 'triggers' for action by CMAG. This proposal advocated the formal consideration by CMAG of a country situation when any of the following three criteria were applicable: (a) the postponement of national elections beyond the constitutional life of a government without following prescribed constitutional procedures; (b) the systematic banning or impeding by a government of the legitimate political activities of opposition parties, groups, individuals and the media; or (c) systematic and widespread violation of the fundamental human rights of a country's citizens through the abrogation of the rule of law or the independence of the judiciary. These proposals were first submitted by Chief Anyaoku to CMAG itself, which initially could not come to agreement on them. He then made soundings with some Heads of Government at the 1997 Edinburgh CHOGM, but the proposal was not pursued on that occasion.
6. In 1999, CMAG endorsed the then Secretary-General's proposals and they were thereafter considered by Heads of Government at the Durban CHOGM.

However, some Heads of Government felt that amending the mandate of CMAG at that early stage in its existence was premature and that reform could be contemplated once the body had been tested further in actual practice.

7. In 2000, following a review of its own role, CMAG submitted a paper entitled *Realising Millbrook* to the High-level Review Group (HLRG), a group of Heads of Government tasked with reviewing the role of the Commonwealth in the twenty-first century. In this document, CMAG made a number of recommendations on how to respond to situations involving 'serious or persistent violations', whether involving the unconstitutional overthrow of a legitimate government or otherwise. For the first time, CMAG also sought to establish a distinction between 'suspension from the Councils of the Commonwealth' and 'full suspension'.
8. Having considered *Realising Millbrook*, the HLRG concluded that the existing procedure set out in the Millbrook Action Programme to deal with an unconstitutional overthrow of a democratically elected government was sufficient and did not require further elaboration.
9. However, in relation to circumstances where a country is perceived to be in 'serious or persistent violation' of the Harare Principles other than an unconstitutional overthrow of a democratically elected government, the HLRG agreed on a six-step approach. This was endorsed by Heads of Government at the Coolum CHOGM in 2002 and has come to be known as the 'six-step Coolum procedure'; it is the currently valid procedure for dealing with such situations.
10. The 2009 CHOGM mandate set out at the beginning of this paper has arisen against this backdrop.

Relevant Considerations

11. In considering the 2009 mandate from Heads of Government, CMAG noted the widely shared view that in the past it had been too reactive, and not sufficiently proactive, in addressing serious or persistent violations of Commonwealth fundamental values. This view reflects the belief that CMAG has dealt decisively with situations where constitutionally elected governments had been overthrown, but that it had not always been able to address situations where Commonwealth values and principles were being seriously or persistently violated without governments actually being overthrown.
12. CMAG noted the prevalent perception of the group as a punitive body. It acknowledged that member governments perceived a stigma associated with being placed on its agenda and that this made it difficult for CMAG to engage with members constructively.
13. In considering its mandate, CMAG was conscious of the Commonwealth being a values-based organisation and of the onerous responsibility placed upon the group as a custodian of the Commonwealth's fundamental values and principles. It also noted the pioneering role that the group had played in this context, having enhanced the Commonwealth's profile on the international stage. CMAG was therefore fully mindful of the importance of its reputation and credibility being preserved.

14. CMAG recalled that at its inception the group's mandate had been explicitly tied to the protection of the Commonwealth's fundamental political values as enshrined in the Harare Declaration. It noted, however, that the Commonwealth had added important principles to those contained in the Harare Declaration, such as the Latimer House Principles,⁴ and that the 2009 Affirmation of Commonwealth Values and Principles – adopted by Heads of Government to mark the 60th anniversary of the modern Commonwealth – reflected the most recent and comprehensive statement of the association's core beliefs. CMAG was therefore of the view that hereafter it would be appropriate for CMAG to act as a custodian of the political values set out in the 2009 Affirmation.
15. The group considered the aforementioned six-step procedure agreed at Coolum to be difficult to realise in practice and not sufficiently time-bound.
16. In reviewing the Coolum procedure, the group agreed that:
 - CMAG needs to strike the right balance between its role as a body that can recommend and apply sanctions when serious derogations take place and one that can play a supportive and constructive role to prevent such derogations from occurring in the first place.
 - Early, regular and sustained engagement with the relevant member country is necessary to develop a more constructive and positive approach to specific situations of concern.
 - CMAG's existing procedures to address the unconstitutional overthrow of a democratically elected government, while effective, have actually evolved in practice since they were agreed in 1995 and therefore merit refinement.
 - The group needs to be more proactive in its approach to country situations that could be deemed to constitute serious or persistent violations of Commonwealth fundamental political values other than an unconstitutional overthrow of a government.
 - The current six-step Coolum procedure should be reviewed to make CMAG more responsive to situations that merit its attention, to enable CMAG to be more proactive at an earlier stage, and to protect the credibility and reputation of CMAG and the wider Commonwealth.
 - The link between the Good Offices of the Secretary-General and the work of CMAG could be strengthened to provide greater complementarity between these roles.⁵ In this context, the authority of CMAG ought to be reinforced and further recognised.
 - There should be closer consultation between the Chair of CMAG and the Secretary-General on country situations of concern as required, be it to address structural deficiencies in democratic institutions or actual violations of Commonwealth values.
 - Consultation with relevant regional and/or other international organisations may be desirable in some situations in addressing a situation of concern and in supporting adherence to the Commonwealth's core values.

- Submissions from relevant accredited Commonwealth organisations would be a valuable resource in supplementing the information available to CMAG in its consideration of country situations and would be welcomed.
- Given the sensitive role it discharges, CMAG's actions need to be based on the most reliable and objective evidence about a country situation, including the state of democracy, rule of law and human rights.

Recommendations

17. CMAG recommends to Heads of Government that the group should hereafter act as a custodian of the political values set out in the 2009 Affirmation. It further recommends the following approach to enhance its effectiveness set out below.

A: In the case of serious or persistent violations of Commonwealth fundamental political values that do not involve an unconstitutional overthrow of a democratically elected government

18. The current procedure for addressing serious or persistent violations of Commonwealth values, other than the unconstitutional overthrow of a democratically elected government, should be revised as follows:
 - i. The Secretary-General should, in the first instance, take cognisance of a situation of concern, be it a significant structural deficiency in a democratic institution or a serious or persistent violation of Commonwealth values, and raise it with the member country in question, affording it an opportunity to respond and offering his or her Good Offices to redress the situation.
 - ii. The Secretary-General's Good Offices engagement with the government concerned could include (a) the appointment of an envoy, (b) the offer of advice and technical assistance in relevant areas to help redress the issues of concern and (c) consultation with relevant regional leaders, with regional and other international organisations as well as other relevant Commonwealth bodies.
 - iii. The Secretary-General will consult the Chair of CMAG on relevant country situations, as required, including where his or her Good Offices engagements are active. The Secretary-General would, of course, also retain the ability to brief and consult the Commonwealth Chairperson-in-Office on matters under consideration and seek his or her intervention as appropriate.
 - iv. In the spirit of the principles expressed in paragraphs 11 and 16, any member country may draw to the attention of the Secretary-General a situation of concern in a fellow member country that is perceived to be a significant violation of Commonwealth fundamental political values, offering supporting evidence.
 - v. If the Secretary-General recognises that a situation is indeed a matter that may constitute a serious or persistent violation of Commonwealth values, he or she will undertake an assessment of the situation in question, using relevant

evidentiary sources, and accordingly bring it to the attention of CMAG, also citing, subject to his or her discretion, the sources of information that have led him or her to conclude that it constitutes a 'serious or persistent violation'. In coming to this judgement, the Secretary-General will take into account such circumstances in the member country in question that include but are not limited to the following:

- the unilateral abrogation of a democratic constitution or serious threats to constitutional rule;
- the suspension or prevention of the lawful functioning of parliament or other key democratic institutions;
- the postponement of national elections without constitutional or other reasonable justification;
- the systematic denial of political space, such as through detention of political leaders or restriction of freedom of association, assembly or expression.

If, within a maximum of two months of an offer of engagement and of targeted assistance for institutional support and capacity-building being made by the Secretary-General, the member government in question fails to respond appropriately and the perception of serious or persistent violation of fundamental political values continues, the Secretary-General would consult with the Chair of CMAG on the way forward.

vi. In reaching a judgement and advising CMAG, the Secretary-General could also reflect on the following circumstances:

- a national electoral process that is seriously flawed;
- the abrogation of the rule of law or undermining of the independence of the judiciary;
- the systematic violation of human rights of the population, or of any communities or groups, by the member government concerned; and
- significant restrictions on the media or civil society that prevent them from playing their legitimate role.

The Secretary-General would have the discretion to allow a longer response period in such cases, where structural or other considerations in the relevant country in question would so warrant.

vii. If, following consultation and further attempts at engagement with the member government by the Secretary-General, with the encouragement and support of the Chair of CMAG, the response and progress remain inadequate, the Secretary-General shall brief CMAG on that country situation at its next regular meeting under the agenda item 'Other matters of interest'. This would allow CMAG Ministers to consider the matter without it being reflected in their concluding statement in the first instance. The member government

concerned will be informed in advance of this course of action and invited to submit its views to CMAG.

- viii. Since CMAG sets its own agenda, it will be free to discuss any matters raised by CMAG members under 'Other matters of interest' or as formal agenda items.
- ix. If no regular CMAG meeting is scheduled to take place within a reasonable timeframe to enable such an oral briefing to members, the Secretary-General shall communicate in writing with CMAG members.
- x. If, after a further maximum of two months from CMAG being briefed on the situation, in the judgement of the Secretary-General and the Chair of CMAG, all efforts at engagement have been exhausted and there continues to be no progress by the relevant member country in addressing the issues of concern, the situation shall be brought onto the formal agenda of CMAG for appropriate consideration.
- xi. In its consideration of a situation of concern, CMAG will use its discretion in making use of reliable evidentiary sources, both governmental and non-governmental. Any formal assessment of whether serious or persistent violations of fundamental Commonwealth values and principles have taken place will be made by Ministers exercising their political judgement and taking into account the full range of evidence available to them. They will have full recourse to the range of measures cited in scenario B below.
- xii. In circumstances where the violation of Commonwealth values is, in the Secretary-General's opinion, particularly serious and requires an urgent response, or poses a significant imminent threat to citizens, or where there is an imperative for CMAG to act immediately to ensure it is in step with developments and international reactions, the Secretary-General, in consultation with the Chair of CMAG, should call an extraordinary meeting of CMAG as soon as possible to brief members on the situation and allow appropriate consideration by members.

B: In the case of an unconstitutional overthrow of a democratically elected government

- 19. Measures to address the unconstitutional overthrow of a democratically elected government are already set out in the Millbrook Action Programme. These should continue to guide CMAG, but should be refined as follows to take into account the working practice that has developed over time in response to such situations:
 - i. Immediate public expression by the Secretary-General of the Commonwealth's collective disapproval of such a serious violation of its fundamental political values.
 - ii. The Secretary-General should make early contact with the de facto government, followed by the offer of Good Offices and appropriate technical assistance to facilitate an early restoration of democracy.
 - iii. Consultations with member countries, as well as regional, Commonwealth and other international organisations, including encouragement of *démarches*

by such parties where appropriate – to express disapproval, to offer help and to support early restoration of democracy.

- iv. CMAG to meet within four weeks of an unconstitutional overthrow and, pending restoration of democracy, to suspend the member country concerned from the Councils of the Commonwealth. This would entail the exclusion of the government concerned from all Commonwealth intergovernmental meetings and events, including ministerial meetings and CHOGM, as well as a halt to new Commonwealth technical assistance other than that directed towards the restoration of democracy.
- v. CMAG to stipulate a timeframe of up to a maximum of two years for the concerned member country to hold credible elections.
- vi. Consideration of a CMAG ministerial delegation or emissary to the country if such a mission is deemed desirable, taking into account other international initiatives in play.
- vii. If acceptable progress is not made by the government concerned within the timeframe set out in (v) above, CMAG will fully suspend the country from membership of the Commonwealth. Full suspension would entail, in addition to the measures set out in (iv) above, the removal of all emblematic representation of the country concerned from the Commonwealth Secretariat, at Commonwealth meetings and at all other official Commonwealth events; and the exclusion of the country from all pan-Commonwealth events, including sport and cultural activities.
- viii. All Commonwealth organisations would be expected to act in conformity with the letter and spirit of decisions by CMAG, as already called for in the 2009 Affirmation.
- ix. Consideration by all member countries of appropriate further bilateral and multilateral measures. These could include limitation of government-to-government contacts, people-to-people measures and trade restrictions.
- x. In circumstances of continuing serious breaches of the Commonwealth's fundamental political values following full suspension, CMAG may consider recommending to Heads of Government that the member country concerned be expelled from the Commonwealth.
- xi. CMAG will continue its engagement with those members who have been suspended or expelled, with a view to redressing the situation and facilitating the reinstatement of the countries concerned.

C: Operational issues

20. In both scenarios A and B above, the following procedures will apply:

- i. CMAG will hold two regular meetings each year, one in London in the first half of the year and the other in New York, in the wings of the UN General Assembly Session in September/October. It will also continue to meet on the eve of CHOGM to finalise its report to Heads of Government.

- ii. Extraordinary meetings of CMAG will continue to take place as necessitated by events.
 - iii. In urgent situations, CMAG should endeavour to meet within a maximum of four weeks from a meeting being proposed by the Secretary-General. In such circumstances, if neither the Chair nor the Vice-Chair is available to preside, the Chair should provide delegated authority to another minister to preside, in order to allow the meeting to go ahead within the aforementioned timeframe.
 - iv. Should the Chair of CMAG demit ministerial office during his or her term as Chair, CMAG shall elect a new Chair.
 - v. CMAG is a high-level ministerial mechanism, established by leaders to enable political-level scrutiny of sensitive issues and situations. Senior officials may, however, be directed by Ministers to meet from time to time on an ad hoc basis, to make recommendations to the latter if required.
 - vi. For each CMAG meeting that a member country is on the formal CMAG agenda, the said member shall be afforded the opportunity to present its case to CMAG, in writing or orally.
 - vii. The Secretary-General, at his or her discretion and in consultation with the Chair of CMAG when desirable, may determine the utility and timing of issuing (a) public statement(s) of concern about a specific country situation.
 - viii. Whenever CMAG takes a decision with regard to the status of a member country, the Secretary-General shall inform the heads of relevant regional, Commonwealth and international organisations as appropriate, as well as the governments of selected non-Commonwealth countries if deemed desirable, of such a decision and its implications. This would be with a view to ensuring coherent action by the international community and avoidance of mixed messages to the member country concerned.
21. CMAG hopes that the above refinements to its existing mandate and operating procedures can offer greater clarity to its role and enhance its effectiveness in promoting and protecting the Commonwealth's fundamental political values.

Perth Declaration on Food Security Principles

1. Food insecurity is one of the most pressing and difficult global challenges of our time. This is a profound concern for the Commonwealth – half of the world's one billion hungry live in our nations. The global food crises of 2007 and 2008 and the ongoing volatility and uncertainty of world food markets underscore the need for sustained international engagement with the issue. The distressing humanitarian crisis in the Horn of Africa, most particularly in Somalia, and the drought, famine and famine-like situations occurring in other most vulnerable countries in the developing world highlight the difficulties we face.
2. Population growth will have a major impact on global demand for food. Additional factors, including scarce land and water resources, the diversion of fertile land, the

reduction in crop species and use of crops for non-food purposes, urbanisation, distorted markets, and climate change, are intensifying pressures on supply. The world's poor and most vulnerable suffer most from food insecurity.

3. Commonwealth countries reaffirm the right of everyone to have access to safe, sufficient and nutritious food, consistent with the progressive realisation of the right to adequate food in the context of national food security.
4. Commonwealth member countries affirm the important role that women, youth, farming and fishing communities, civil society and the private sector play in sustainable development and the need for their effective involvement in driving climate-smart agriculture and the food security agenda.
5. The Commonwealth is uniquely placed to support global food security efforts through Commonwealth countries' membership in all major global and regional forums that are engaged on this issue. Commonwealth countries therefore commit to use their membership of these forums to advocate the Perth Declaration on Food Security Principles to achieve outcomes that are relevant and meaningful to members. Commonwealth members further commit to use the Perth Declaration principles as a guide to support domestic efforts to build food security.
6. The Perth Declaration principles reflect our shared approach to addressing the challenge of food insecurity and are focused on meeting the needs of the most vulnerable, particularly women and children.
7. The Perth Declaration principles on food security call for:
 - a) co-ordinated and timely regional and global emergency relief efforts to deal with immediate crises;
 - b) undertaking decisive and timely measures to prevent crises occurring, mitigate their impact when they do and build resilience;
 - c) delivering practical measures over the medium term to make agriculture, including irrigated agriculture, and fisheries more productive and sustainable;
 - d) strengthening support to government-led programmes and initiatives based on the spirit of effective partnerships;
 - e) development of country-led medium- to long-term strategies and programmes to improve food security and ensure alignment of donor support to implementation of country priorities;
 - f) scaling up nutritional interventions, including those that target mothers and young children, and incorporating nutrition considerations into broad food security initiatives;
 - g) enhancing research and development over the longer term to build a sustainable agricultural sector, including through the promotion and sharing of best agricultural practices, in order to feed and nourish the people of the world;
 - h) strengthening fisheries and marine resource management in member countries' waters to ensure sustainability of these resources for national and

- global food security, including through addressing illegal, unregulated and unreported fishing;
- i) improving international market access for food producers, including smallholders and women, through trade liberalisation measures such as the elimination of tariff and non-tariff trade barriers, and avoidance of restrictions on food exports;
 - j) addressing the impediments that are inhibiting economic opportunities for these important producers, including lack of affordable financing, local value-added and adequate infrastructure;
 - k) collaboration between international organisations, donor countries and national governments to address production, storage, waste reduction, elimination of post-harvest losses, transportation and marketing challenges; this collaboration could include more effective ways of meeting infrastructure financing gaps that engage the private sector; and
 - l) improving the institutional framework for global food security efforts, including by supporting reform of the UN Food and Agriculture Organization (FAO).
8. Commonwealth countries recognise that Africa has the potential not only to achieve food security but to become a significant net food exporter. Leaders commit to supporting efforts and initiatives such as the Comprehensive Africa Agriculture Development Programme (CAADP), designed to realise the long-term potential of Africa as a food producer and exporter.
 9. To support African agricultural production, Commonwealth countries have committed to direct action through major investments in agricultural productivity.
 10. Commonwealth countries recognise the critical role played by national and international agricultural research in promoting and sharing agricultural technologies for enhanced crop yields, and undertake to deepen their co-operation.
 11. Commonwealth countries also underline their critical role in managing and safeguarding a large proportion of the world's fish stocks.
 12. In advocating the Perth Declaration principles, Commonwealth countries acknowledge the central role played by the UN in global food security governance and commit to show leadership in the UN by supporting food and nutrition security initiatives.
 13. Committed to using the collective Commonwealth voice to influence global action, Commonwealth members urge the UN Conference on Sustainable Development in Rio de Janeiro in June 2012 to commit to an ambitious programme of action to drive increased investment to boost sustainable global agricultural and fisheries productivity.
 14. The Commonwealth, through its five G20 members, further commits to advocate for strong outcomes on food security at the G20 Cannes Summit, including to

increase investment in appropriate agricultural technologies and sustainable productivity, to address market volatility and other market-distorting factors, and for food security, including fisheries, to be accorded a high priority within the forward G20 development agenda.

15. Recognising the ongoing critical food security needs, the Commonwealth welcomes the substantial contributions made by Canada, the United Kingdom and Australia in fulfilment of their L'Aquila Food Security Initiative commitments and calls on countries that have not yet fulfilled their food security commitments to do so.
16. Commonwealth countries will continue to prioritise food security and will assess progress towards implementation of these principles on food security at the next Commonwealth Heads of Government Meeting in 2013.

29 October 2011

Agreement by Heads of Government Regarding the Eminent Persons Group Proposals: A Commonwealth of the People – Time for Urgent Reform

Decisions by Heads of Government regarding the proposals of the Eminent Persons Group

In welcoming the report of the EPG, and thanking its members for their outstanding work, Heads of Government:

1. agreed that there should be a Charter of the Commonwealth, as proposed by the EPG, embodying the principles contained in previous declarations, drawn together in a single, consolidated document that is not legally binding;
2. tasked the Secretary-General and the CMAG to further evaluate relevant options relating to the EPG's proposal for the Commissioner for Democracy, the Rule of Law and Human Rights, and to report back to Foreign Ministers at their September 2012 meeting in New York;
3. noted that the EPG's recommendations relating to CMAG were consistent with the CMAG reforms adopted at this CHOGM; the EPG's recommendations related to CMAG or the rule of law (2–10) were therefore superseded by the agreement on CMAG's own reform plan;
4. adopted without reservation a further 30 recommendations;
5. adopted, subject to consideration of financial implications, 12 further recommendations;
6. asked a task force of Ministers to provide more detailed advice on 43 other recommendations to Foreign Ministers at their September 2012 meeting in New York, as a basis for a further decision by Heads; and
7. deemed, for a variety of reasons, 11 of the recommendations inappropriate for adoption.

Against this background, below is a list of the adopted recommendations, and those which are subject to further consideration and advice.

The following 30 proposals were adopted without reservation.

Recommendation no. (page no.)

17. (p.52) The Secretariat should continue actively to explore, with the International Institute for Democracy and Electoral Assistance and other relevant institutions, ways in which the Commonwealth could co-operate with them in training programmes for Commonwealth countries.
18. (p.55) The core values of the 2009 Affirmation of Commonwealth Values and Principles (which updates and expands on the earlier 1971 Singapore Declaration and 1991 Harare Declaration and the 2003 Commonwealth [Latimer House] Principles on the Three Branches of Government) should be deemed to be 'core Commonwealth priorities' about which the Secretary-General shall speak out publicly as appropriate.
20. (p.63) The Secretary-General should develop a clear strategy, marked by identified priorities, to maximise the Commonwealth's contribution to the achievement of the development goals of its member states. Such enhanced development work, informed by Commonwealth values and aspirations, by Commonwealth positions, and with guidance from member governments, should include: (i) advocacy and consensus building on pertinent issues as required; (ii) networking between all member governments for co-operation; and (iii) provision of assistance for institutional development.
29. (p.73) The Secretariat should develop an overall strategy for capacity development in small states – including, but not limited to, training of personnel – that is appropriate to the needs and constraints of small states.
31. (p.75) Heads of Government should take a collective interest in the debt challenges facing developing Commonwealth states and small states in particular. In this context, they should instruct the Secretariat to continue to advise member countries on how to avoid unsustainable and risky debt by putting in place adequate legislation and institutional structures for the prudent management of their debts. This should include periodic analysis of the long-term cost and risk of borrowings and the development of appropriate debt management policies to ensure that debt levels remain sustainable at all times.
33. (p.76) The five Commonwealth members of the G20 should advocate for the Commonwealth's perspectives and policy proposals on debt, and press for discussions on this issue in the G20's policy-making bodies such as the High-Level Development Working Group. The Secretary-General should also seek to advance these issues through high-level engagement with successive G20 Chairs.
34. (p.76) Member states should take advantage of the Secretariat's debt management software and the Secretary-General should be proactive in informing member states, as appropriate, of the availability and utility of software.

39. (p.86) The Commonwealth's work in respect of climate change should place a special focus on small island developing states,⁶ particularly advocacy in the international community to provide them with financing for adaptation and mitigation.
40. (p.86) All Commonwealth governments should keep the dangers of climate change alive in the international community through regular statements by Ministers in all the relevant multilateral and international organisations.
41. (p.87) Heads of Government and Ministers should regularly brief the media in their own countries and in other capitals to which they travel on the specific challenges of climate change with which their countries and the global community are confronted.
44. (p.89) Heads of Government should endorse the Commonwealth Cultural Festival proposed to take place in London in 2012 to coincide with the celebration of the Diamond Jubilee of the Head of the Commonwealth.
46. (p.89) Heads of Government should mandate Ministers responsible for culture and sport to explore adding to their national and regional cultural, sports and music festivals a specific Commonwealth dimension including by inviting the participation of cultural groups from other Commonwealth countries.
47. (p.90) Heads of Government should welcome the creation of the Commonwealth Youth Orchestra and express the hope that this venture will become the first of many initiatives that celebrate the variety and excellence of art and culture in all their forms throughout the Commonwealth.
50. (p.94) The Commonwealth Youth Programme (CYP) should be encouraged to develop a constitution that will help to form an independent and youth-led Commonwealth Youth Council that becomes the recognised voice of youth in the Commonwealth. This Council could significantly strengthen and widen the current pan-Commonwealth Youth Caucus and represent a wide cross-section of youth in the Commonwealth.
54. (p.97) All Commonwealth organisations should review their governance arrangements, including employment policies, oversight boards/committees and work programmes to ensure that women are included as decision-makers, and also take women's concerns and needs into account in a manner that would advance their status.
55. (p.97) The Secretariat should be authorised to strengthen its advocacy of women's issues and to make greater efforts to highlight the specific needs of women in its work related to the challenges of development, trade and investment, debt and climate change.
57. (p.101) The Secretary-General should ensure that HIV/AIDS is prominent in the agendas of all relevant Commonwealth meetings including those of Law Ministers, Health Ministers, Ministers for Women's Affairs and Youth Ministers to determine and prioritise ongoing measures that Commonwealth governments could implement at the national level as well as such advocacy and mobilisation efforts that could be undertaken internationally.

66. (p.110) *Duration*: It is not practical for CHOGM to be any longer than its current duration. While we acknowledge the considerable number of demands by those gathering in events at the margins to have access to leaders, the essence of successful CHOGMs lies in continuing to ensure the maximum amount of time possible for Heads of Government to meet privately for frank and full discussion.
73. (p.116) Ministers should continue to consider the relative usefulness of stand-alone Commonwealth meetings as against meetings coinciding with larger international conferences. If meetings are held alongside other international events, Ministers should commit themselves to attending them fully. The duration and programme of such sessions should reflect the special Commonwealth dimensions and produce an action-oriented set of initiatives.
74. (p.116) Meetings of Education Ministers and Law Ministers and Attorneys-General should continue to be stand-alone events.
82. (p.124) The Secretariat and the Foundation should continue to explore the alignment and sharing, where appropriate, of corporate functions, so as to ensure consistency in working practices, as well as to reduce costs and duplication.
87. (p.132) The Commonwealth Secretariat should co-ordinate its work with associated Commonwealth institutions, at annual meetings convened by the Secretary-General, to draw on their technical and other expertise so as to avoid utilising expensive external consultants, where possible, and reduce in-house costs. The Secretariat should allocate funds for which these organisations can apply to implement programmes for which they are better suited than the Secretariat.
88. (p.132) The Commonwealth Business Council should review its governance to make its membership and its work inclusive of businesses in all Commonwealth countries. It should mount programmes specifically for investment from developed Commonwealth countries into developing Commonwealth states. It should also organise seminars and conferences to utilise the knowledge, expertise and venture capital of economically successful developing countries in other developing member states that are lagging behind.
90. (p.132) Commonwealth governments should continue to support the 'Commonwealth Connects' portal as a cornerstone of twenty-first-century networking and partnership, and to support expansion of professional 'communities of practice' such as CommonLII [the Commonwealth Legal Information Institute].
95. (p.145) Member governments of the Commonwealth should demonstrate a higher public commitment to the Commonwealth, for instance through investment and support for Commonwealth Day events in member states; references to the Commonwealth's values and aspirations in public addresses including in statements to the UN General Assembly and other international and regional bodies; and references to shared Commonwealth bonds during bilateral visits and other engagements.

98. (p.145) The Secretary-General should be encouraged to consult the Commonwealth Media Group (CMG) about an immediate programme of practical co-operation between the Secretariat and CMG to help distribute the Commonwealth's messages to its constituent publics.
102. (p.149) Every effort should be made by the Commonwealth Games Federation (CGF) and the countries that host the Commonwealth Games to enhance the attractiveness of the Games and to preserve their integrity and reputation.
103. (p.149) Heads of Government should request the CGF to include in its mandate the use and presentation of the Games as an instrument for peace and development.
105. (p.149) National sports federations should also be requested to commit themselves to establishing and strengthening linkages between sport, development and peace.
106. (p.149) The Secretariat should be authorised to play a co-ordinating role through policy analysis, training and development, data collection, monitoring and evaluation, to help Commonwealth member states develop 'Sport for Peace and Development' initiatives.

The following 12 proposals were adopted subject to consideration of financial implications.

Recommendation no. (page no.)

21. (p.63) The Secretary-General should reform the Secretariat's structures and systems in order to deliver this enhanced vision of the Commonwealth's contribution to development as well as relevantly strengthening its role as a central knowledge and co-ordination hub (a Network of Networks). The Secretary-General should report to the Executive Committee of the Board of Governors on a regular basis on progress in achieving this reform.
27. (p.73) The Secretary-General should establish High-Level Advocacy Missions to engage in dialogue with the International Monetary Fund (IMF), the World Trade Organization (WTO) and the World Bank to make progress on specified issues such as a review of the criteria used by international financial institutions to determine the economic well being and entitlements of a country. Such criteria should take account, additionally, of factors such as a country's level of indebtedness; its fiscal capacity to finance development programmes; and the higher costs it pays for trade because of its remoteness.
28. (p.73) The Secretariat's Office in Geneva for Small States should be staffed by technically experienced and entrepreneurial officers with knowledge of the WTO and its negotiating bodies, to provide technical assistance to small states in: (a) negotiating their positions within the negotiating bodies of the WTO; (b) all aspects of trade facilitation; and (c) safeguarding their special interests in the development of the proposed Anti-Counterfeiting Trade Agreement (ACTA), which may involve serious dangers for many Commonwealth countries.

30. (p.73) Heads of Government should re-establish annual meetings of the Ministerial Group on Small States with a mandate to give enhanced political focus and guidance on small states' priorities.
32. (p.76) The Secretary-General should establish a mechanism so that progress on the debt issue, including responses from international financial institutions, could be tracked and considered by annual meetings of Ministers of Finance and CHOGMs.
35. (p.76) The Secretary-General should include in the Secretariat's spending plans, for approval by the Board of Governors, the strengthening of its support to member states in their debt management through advocacy, policy advice and technical assistance.
42. (p.87) Commonwealth governments should renew their commitment to the Iwokrama Rainforest programme by mandating the establishment of machinery to provide it with core funding, and to make use of the knowledge and research outcomes gained from its research. The Secretariat should be authorised to set up a funding mechanism including through seeking partners for the Iwokrama programme from among Commonwealth and non-Commonwealth countries as well as private sector groups and foundations that have an interest in climate change, conservation and sustainable use of forests.
52. (p.95) All Commonwealth member governments should establish national mechanisms, such as national youth councils, so that the views of young people can be taken into account in all possible aspects of national policy development.
58. (p.101) The Secretary-General should be authorised to work with United Nations bodies, such as the Joint UN Programme on HIV and AIDS (UNAIDS), the World Health Organization and UNDP, to develop joint programmes with private sector organisations, including the pharmaceutical industry and philanthropic organisations inside and outside the Commonwealth that could have an impact on preventing and treating HIV/AIDS.
59. (p.101) The Secretary-General should be authorised to mount a high-level mission to relevant UN bodies to advocate a review of any criteria that may unfairly disqualify vulnerable developing countries in the Commonwealth from gaining access to the Global Fund to Fight HIV/AIDS on the basis of their per capita income.
63. (p.107) The Secretary-General should be mandated to prepare, by 31 March 2012, a draft plan on which the Secretariat's work and its future development would be focused. The plan should be submitted to the Board of Governors of the Secretariat by May 2012 for its assessment and recommendations, with the aim that the Secretary-General should implement it from 1 January 2013. The next Secretariat strategic plan, currently under consideration, is to be completed by 30 June 2012. This plan should be merged into the process outlined above so that the Secretariat Strategic Plan for the ensuing four years is only finalised after the recommendations of the intergovernmental discussions can be fully taken into account.
94. (p.139) Heads of Government should consider the expansion of currently available scholarships and fellowships by the provision of additional opportunities in the

form of Jubilee awards available after 2012. Additionally, the range and types of scholarships should be widened to encourage entrepreneurship, innovation and business studies.

The following 43 proposals were referred to a task force of Ministers for more detailed advice.

Recommendation no. (page no.)

11. (p.50) The Commonwealth should broaden its election observation mandate beyond the existing period (which is now ordinarily two weeks prior to the date on which the elections are held). The Secretariat should provide Commonwealth Democracy Observer Teams that arrive in some strength, optimally two months in advance of a planned election day (where this is possible), or where the election is called suddenly, as close as possible to the date on which the election is called to meet electoral officials, political parties and civil society to ensure, through promotion and engagement, an open and democratic electoral process leading up to, including, and following, election day.
12. (p.50) Observer Teams should report publicly at regular intervals leading up to, during, and after voting day on relevant issues, particularly the freedom of political parties, legitimacy and fairness of election financing rules; freedom of the media in reporting on the electoral process; the integrity of electoral lists; and the efforts by all parties to avoid violence and intimidation.
13. (p.51) To ensure that there is sufficient and effective capacity to carry out these observation functions, the Secretariat should: (i) in the lead-up to elections identified as potentially problematic, establish and maintain at least three deployment-ready Observer Teams made up of individuals with relevant political and administrative experience, composed of a regionally representative group and staffed by both the Secretariat and competent electoral officials from Commonwealth countries; and (ii) review on a regular basis the availability of such teams as a ready-to-deploy facility.
14. (p.51) Where an adverse report is made by a Commonwealth Observer Group concerning a significant aspect of a general election, a report should be made by the Secretary-General to CMAG immediately and a joint course of action adopted. The Secretariat should systematically follow up the implementation of the recommendations made by the Commonwealth Observer Groups so that observed deficiencies can be rectified well in time for the next electoral cycle, and be provided the necessary resources for this purpose. Member governments, for their part, should demonstrate their commitment and willingness to address deficiencies identified by Commonwealth Observer Groups in timely fashion before an ensuing election.
15. (p.51) The remit of the Commonwealth Democracy Observer Missions should be expanded to include an assessment of the adequacy of institutional and operational arrangements for post-election political transition and to advise the Secretary-General on actions that may be required to improve such arrangements and to ensure that political transitions respect the results of elections.

16. (p.51) One or more Commonwealth governments, preferably of developing member states, should consider establishing an Academy for Democracy and Electoral Training for governments, election commissions, and civil society organisations on a fee-for-service basis. If established, the Academy should work co-operatively with the Commonwealth Network of Election Management Bodies established by the Secretariat.
19. (p.55) Aside from the deployment of 'good offices', the Secretary-General should be explicitly mandated, when serious or persistent violations appear in his judgement to be either imminent or actually occurring, to: (i) indicate concern publicly to the extent appropriate; (ii) where necessary, refer any matter urgently to CMAG or to the proposed Commissioner for Democracy, the Rule of Law and Human Rights for advice; and (iii) take such other action as he (the Secretary-General) considers appropriate.
22. (p.63) Heads of Government should authorise an enlarged capacity within the Secretariat to provide technical assistance through the placement of technical experts in areas where they are needed by developing member countries. Increased financial resources for this enhanced Commonwealth contribution to development are an inescapable obligation if the declared Commonwealth commitment to development is to be taken seriously.
23. (p.64) Heads of Government should give direction and priority at the national level in the implementation of CHOGM mandates to make available increased resources to the Commonwealth Fund for Technical Co-operation (CFTC) to provide expert help to carry out the development tasks required by developing member countries and to train national personnel on the job.
24. (p.66) Commonwealth countries should collectively monitor the ramifications of migration and development in the international community, and the Secretariat should foster partnerships with organisations such as The Ramphal Centre to undertake studies that would inform collective Commonwealth decision-making.
25. (p.69) Commonwealth governments should collectively: (i) accelerate as a matter of urgency UN reforms and their effective implementation, through lobbying and advocacy in the UN itself, as well as other international forums; and (ii) further address reforms of the IMF and the World Bank so that they serve the needs of all members and the broader global community.
26. (p.69) Commonwealth governments should strengthen their advocacy by involving in a systemic way the full gamut of Commonwealth networks, including civil society and professional associations.
36. (p.80) A meeting of Commonwealth Trade Ministers, supported by an Expert Group, should be convened to: (i) try to reach a consensus that would inform the current Doha Round of negotiations at the WTO (if it is still in place by the time Heads of Government see this report), with the objective of trying to bring the Round to a successful conclusion; and (ii) consider reform of the WTO in the post-Doha Round, to identify how in the future the shortcomings of the Doha Round process could be avoided and how the needs of capacity-constrained economies could be better advanced within the WTO. If the Round

has collapsed, Heads of Government might consider the establishment of a Commonwealth Expert Group to consider and recommend the possible future of the post-Doha trading system to bring greater clarity to discussions in the international monetary sphere and to explore how a new effort in international trade and investment might be launched that includes the perspectives of the G20 countries as well as a range of developing nations, including small states.

37. (p.86) The Secretary-General's mandate should be renewed to: (i) explore the potential for partnerships between the Commonwealth, the World Bank and others to provide specific programmes of support to vulnerable economies; and (ii) convene an Expert Group to provide a study to advance the Lake Victoria Climate Change Action Plan, including which programmes are a priority, how they could be structured, and how they could be financed and implemented. Such a study should be started immediately after the CHOGM in Perth and completed as soon as possible thereafter.
38. (p.86) Additional financial resources should be provided for the study by the Expert Group. The report of the Expert Group should be widely publicised and made available to all UN bodies, international financial institutions and regional organisations.
43. (p.87) The Secretariat should establish a working relationship with organisations concerned with disasters occurring in Commonwealth countries and should maintain a roster of professionals upon whom it could call to provide: (i) a rapid response to a member state that requests the help of experienced personnel after a disaster; and (ii) training and guidance in disaster preparation and mitigation. Additionally, the Secretariat should develop with governments an automatic standard for the entry of experts and equipment into affected countries.
45. (p.89) The Commonwealth Foundation should consult with the Commonwealth Games Federation and others, including the Commonwealth Broadcasting Association (CBA), on the feasibility of organising a Commonwealth Cultural Festival at the time of every Commonwealth Games. Such a festival should be broadcast throughout the Commonwealth, and funded by private sponsorship and contributions, commercial activities and, where appropriate, contributions from governments.
48. (p.94) Heads of Government should agree to the creation of a Commonwealth Youth Corps (CYC), organised by the Commonwealth Foundation and managed by a board made up of existing and appropriate Commonwealth organisations experienced in the movement of young people, to provide the opportunity for thousands of Commonwealth young people to learn about each other's cultures and aspirations while contributing to education, mentoring, development, democracy education and sport skills development.
49. (p.94) Consideration should be given to mandating the Secretary-General to explore the creation of a Commonwealth Youth Development Fund (CYDF) to which youth across the Commonwealth could apply for funding to deliver innovative, entrepreneurial solutions to youth employment challenges in

their communities. Such a Fund could be administered by a consortium of regional development banks with funding sourced from international financial institutions, the private sector and governments.

51. (p.94) The CYP, in association with the Commonwealth Secretariat, should develop a pan-Commonwealth programme building on the youth enterprise scheme that currently exists in some Commonwealth countries, through which banks are being encouraged to accept their responsibility to create special facilities for young people.
53. (p.95) The Secretary-General should be authorised to establish a Youth Implementation Index for the purpose of measuring actions relating to the implementation of the country's national youth policies.
56. (p.97) At the national level, all Commonwealth governments should ensure that: (i) the specific needs of women are addressed in all aspects of law, public policy and allocation of public resources; (ii) women are not discriminated against in law or practice and that remedies for discrimination are provided; (iii) machinery is established to encourage and promote the active participation of women at all levels of decision-making; and (iv) social victimisation, leading to crimes against women and tolerance of harmful traditional practices and economic disempowerment, is brought to an end by the force of law and well-targeted administration. The Secretary-General should monitor and report on these reforms to CHOGMs.
60. (p.102) Heads of Government should take steps to encourage the repeal of discriminatory laws that impede the effective response of Commonwealth countries to the HIV/AIDS epidemic, and commit to programmes of education that would help a process of repeal of such laws.
61. (p.102) Heads of Government should consider the implications of the global laws regarding intellectual property protection (patents) for Commonwealth countries that face the HIV/AIDS epidemic. They should ensure protection of the flexibilities provided in the Trade and Intellectual Property Service Agreements (TRIPS) of the WTO in the context of new obligations that are imposed, or may be proposed, by bilateral free trade agreements and by the current negotiations of the ACTA.
62. (p.107) Heads of Government should consider authorising the Secretary-General to examine the existing work programmes of the Secretariat using the following criteria to recommend to governments, through the Board of Governors, areas that could be retired: (i) work that enjoys no specific Commonwealth advantage; (ii) work where the size of the Commonwealth Secretariat's resources, compared to those of other organisations involved in the same field, such as the UN, World Bank, regional development banks and major bilateral donors, is too small to make a significant impact; and (iii) work that overall has demonstrated no significant impact. Further, the operations of the Secretariat should be reviewed by the Secretary-General to improve the integration, cohesion and efficiency of its divisions and their capacity to deliver the mandates set by members.

64. (p.108) The Secretary-General should be mandated to consult with member governments on the desirability of establishing a legal personality for the Commonwealth as an intergovernmental organisation, so that its members may have greater ownership of the organisation, including appropriate rights and responsibilities towards it.
65. (p.108) In agreeing that remuneration and terms and conditions of service must be competitive with the United Nations family of organisations and other comparable institutions, Heads of Government should mandate the Secretary-General to develop a proposal, for consultation with the Board of Governors, to make the necessary changes.
67. (p.110) *Communiqués*: Communiqués issued by CHOGM have been too lengthy, and sometimes impenetrable to the media and the public. We suggest that the CHOGM Communiqué should be replaced altogether with a Chair's Summary, determined by the Chair of the particular CHOGM, with assistance from the Secretariat and following a consultative process with participating Heads of Government. This document should be significantly shorter and should more accurately reflect the subjects actually discussed by the Heads of Government.
68. (p.110) *Mandates to the Secretariat*: Mandates for the Secretariat, which arise from meetings of the Committee of the Whole, and which have been accepted by governments prior to CHOGM, should be tabled for approval by Heads at CHOGM and issued separately from the Chair's Summary of the actual discussion and decisions made during the Meeting.
69. (p.110) *Theme*: Having a CHOGM 'theme' can sometimes help to guide discussions and facilitate submissions from Commonwealth bodies and civil society organisations. However, it can also limit Heads from taking advantage of opportunities themselves to 'set the global agenda' and/or to respond to recent or upcoming events. The CHOGM theme also runs the risk of reflecting the interest of one country rather than the collective concerns of Commonwealth leaders even if there is consultation with all leaders before it is settled. Moreover, each such 'theme' tends to create new mandates and work programmes for the Secretariat where the necessary resources for implementation may not exist. We believe that Heads should discuss contemporary issues, and carve out a Commonwealth position where possible. Therefore, we suggest the idea of a special theme should be dropped altogether unless truly exceptional circumstances warrant it.
70. (p.111) *Access and engagement*: We are aware that there are ambiguities in the pre-CHOGM process surrounding civil society engagement. Many of those with whom we consulted suggested that the level and degree of access to Heads for civil society should be enhanced, and that such access should be more democratic, ensuring that all stakeholders are represented. We are conscious of the need to balance access and engagement with the ultimate value of Heads meeting to talk amongst themselves in a very limited timeframe. With this in mind, we propose a strengthened engagement between civil society organisations (CSOs) and Foreign Ministers at a pre-CHOGM meeting in the year in between CHOGMs, with a report of the engagement presented to Heads for action.

71. (p.111) *Presence of non-Commonwealth leaders*: The attendance at CHOGM 2009 in Trinidad and Tobago of President Sarkozy of France, Prime Minister Rasmussen of Denmark and UN Secretary-General Ban Ki-moon raised the profile of the Commonwealth and CHOGM. This occurred because of the then imminence of the Copenhagen Conference on Climate Change. However, while we consider it useful for CHOGM to be seen to be having such high-level interface with other global processes, it should be ventured only in exceptional circumstances where global circumstances clearly warrant it. It is important that CHOGM focus on Commonwealth matters, the constructive role that the Commonwealth can play in agreed international issues and specific Commonwealth problems and opportunities.
72. (p.112) *Media*: It is essential that each CHOGM should have a considered plan that informs the media regularly of the progress of discussions and provides full disclosure of the outcomes of the conferences and their relevance to the people of the Commonwealth and the wider global community. The structure of the CHOGM needs to be conscious of the requirements of the media in a world of instant communication and a 24-hour news cycle. Therefore, we recommend that there should be thrice daily media briefings by representative Heads of Government drawn from across the Commonwealth and a final full-length media Conference attended by the Chair of the Meeting, the Secretary-General and at least two other Heads of Government.
81. (p.124) The Secretariat and the Foundation should strengthen collaboration in the interest of promoting shared values, and specific Commonwealth mandates, including those contained in this report.
83. (p.124) Member governments, facilitated by the Secretariat, should strengthen the current system of accreditation, which should have at the centre of its criteria whether or not an organisation, in its everyday activities, is living up to the values of the Commonwealth. This will ensure that there is recognised and demonstrable value in being accredited to the Commonwealth as well as setting out the associated expectations and responsibilities that apply by virtue of the privilege of that accreditation.
85. (p.131) Commonwealth governments should create a 'Commonwealth' page on their official websites including a list and contact details for all Commonwealth accredited organisations, and membership of Commonwealth professional networks and civil society organisations should be promoted through relevant Ministries and national umbrella organisations.
86. (p.131) The Commonwealth Foundation should be given an explicit mandate to mobilise Commonwealth civil society around global issues. This would be another expression of the Foundation's existing mandate to be a focal point for drawing together the strands of Secretariat-accredited Commonwealth CSOs including non-governmental bodies and professional associations.
89. (p.132) The Secretary-General should refocus the work of the Civil Society Liaison Unit, whose task would be to develop better linkages and functional co-operation between Commonwealth agencies in the field so as to unify and integrate their work more effectively with the Secretariat's programmes.

92. (p.139) Heads of Government should mandate the Secretariat to continue to develop strategic relationships within the UN system and with: (i) other intergovernmental organisations; (ii) private sector and philanthropic organisations within and outside the Commonwealth; and (iii) development agencies of Commonwealth and non-Commonwealth governments.
93. (p.139) The Secretary-General should be mandated to: (i) proactively promote the Commonwealth Scholarship and Fellowship Plan (CSFP); and (ii) appoint one staff member with special responsibilities to carry out a co-ordinating role for Commonwealth countries that contribute awards to the CSFP.
99. (p.146) The Secretary-General should be mandated to invite appropriate organisations throughout the Commonwealth to offer themselves for selection to carry out a full review and overhaul of the Secretariat's information processes that will result in a more effective, open and timely communication strategy and the establishment of machinery to implement it.
100. (p.146) The Secretary-General should be authorised to convert the four Commonwealth Youth Centres into Commonwealth Regional Centres to provide information and research material on the Commonwealth to media, educational institutions and the general public in addition to its current activities related to youth.
101. (p.147) Heads of Government should authorise the Secretary-General to create an Expert Group to report to the next CHOGM on ways in which entry to Commonwealth countries by Commonwealth citizens on business or holiday might be gradually improved either across the Commonwealth or through bilateral arrangements between Commonwealth countries.

The following 11 proposals were deemed inappropriate for adoption.

Recommendation no. (page no.)

75. (p.116) Ministerial meetings should be made more attractive and interactive by doing away altogether with set statements (where possible), and by encouraging group discussions, candid exchanges and facilities for discussions, where appropriate, by Ministers without their officials.
76. (p.116) Each ministerial meeting should reduce the mandates to a small number of priorities, enabling the Secretariat to pursue a realistic and coherent programme of work, rather than a number of sometimes marginal small-scale interventions.
77. (p.116) Ministerial meetings should provide space for unstructured dialogue with representatives of civil society on matters of particular relevance and urgency, but should also receive, through the Secretariat, written submissions from CSOs for consideration and action.
78. (p.116) Ministers should meet in between scheduled meetings, in exceptional situations, to pursue priority or urgent agenda items.

79. (p.120) The arrangement of a Chairperson-in-Office (CiO) and a Troika of Heads should be abolished. The pre-existing system should be reinstituted under which the Secretary-General is the Chief Executive Officer of the Commonwealth, unambiguously responsible for gauging consensus from Heads of Government, acting as the organisation's public voice and interlocutor, and accountable to member governments. However, the Secretary-General should be able to call on Commonwealth Heads of Government, as appropriate and convenient, including the host of the last CHOGM, to perform functions and make statements on behalf of the Commonwealth at the United Nations and at regional and multilateral organisations in which Commonwealth countries are represented.
80. (p.123) The Secretary-General should continue to have primary responsibility for managing the interface between civil society and governments, and the Commonwealth Foundation should bolster its efforts in grant-making to, and capacity-building of, civil society based on an early review of productive outcomes.
84. (p.131) To spread the face of the Commonwealth across all regions, governments should offer incentives for existing and new Commonwealth civil society organisations to locate themselves in their countries. Such incentives could include start-up grants to cover cost of office space and a small number of staff and/or project funds.
91. (p.134) Foreign Ministers should hold dedicated and pre-planned meetings with representatives of CSOs and professional organisations in the years between CHOGMs to agree on recommendations for joint programmes and projects which would be submitted to the next CHOGM for endorsement and implementation.
96. (p.145) Heads of Government should designate a Minister of State responsible for Commonwealth Affairs. This would not only accord a higher profile to the Commonwealth, it would also act as a catalyst for promoting knowledge and understanding of the association.
97. (p.145) The Secretary-General should be authorised to seek international expertise to help enhance the profile of the Commonwealth. Should this recommendation be pursued, clear terms of reference should be established, the financial outlay assessed, and a clear client relationship created that would be tied to performance.
104. (p.149) The Commonwealth Secretariat and the CGF should be asked to build better linkages between themselves in order to provide more opportunities for young people around sports for development and peace. Additionally, the CGF should be asked to pay the Secretariat a modest royalty for the use of the Commonwealth 'brand' to help finance sports for peace and development in developing Commonwealth countries.

Heads of Delegation

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

Antigua and Barbuda	The Hon. Winston Baldwin Spencer*, Prime Minister and Minister for Foreign Affairs
Australia	The Hon. Julia Gillard, Prime Minister
The Bahamas	The Hon. T Brent Symonette, Deputy Prime Minister and Minister of Foreign Affairs
Bangladesh	The Hon. Sheikh Hasina*, Prime Minister
Barbados	The Hon. Freundel Stuart*, Prime Minister
Belize	The Hon. Wilfred Elrington, Minister of Foreign Affairs and Foreign Trade
Botswana	HE Lt-Gen. Seretse Khama Ian Khama*, President
Brunei Darussalam	HM Sultan Haji Hassanal Bolkiah*, Head of Government
Cameroon	The Hon. Philemon Yang, Prime Minister
Canada	The Rt Hon. Stephen Harper*, Prime Minister
Republic of Cyprus	The Hon. Dr Erato Kozakou-Marcoullis, Minister of Foreign Affairs
The Gambia	HE Dr Ajaratou Isatou N'jie Saidy, Vice-President
Ghana	HE Mr John Dramani Mahama, Vice-President
Grenada	The Hon. Tillman Thomas*, Prime Minister
Guyana	The Hon. Carolyn Rodrigues-Birkett, Minister of Foreign Affairs
India	HE Shri M Hamid Ansari, Vice-President
Kenya	HE Mr Mwai Kibaki*, President
Kiribati	The Hon. Taomati Iuta, Acting Minister of Foreign Affairs
Lesotho	The Rt Hon. Bethuel Pakalitha Mosisili*, Prime Minister
Malawi	HE Ngwazi Professor Bingu wa Mutharika*, President
Malaysia	The Hon. Dato' Sri Mohd Najib bin Tun Haji Abdul Razak*, Prime Minister
Maldives	HE Mr Mohamed Nasheed*, President
Malta	The Hon. Dr Tonio Borg, Deputy Prime Minister and Minister of Foreign Affairs
Mauritius	The Hon. Dr Navinchandra Ramgoolam*, Prime Minister
Mozambique	HE Mr Armando Guebuza*, President
Namibia	HE Mr Hifikepunye Pohamba*, President
Nauru	HE Mr Marcus Stephen*, President
New Zealand	The Rt Hon. Murray McCully, Minister of Foreign Affairs
Nigeria	HE Dr Goodluck Ebele Jonathan*, President
Pakistan	The Hon. Syed Yousuf Raza Gilani*, Prime Minister
Papua New Guinea	The Hon. Peter O'Neill*, Prime Minister
Rwanda	HE Mr Paul Kagame*, President
Saint Lucia	HE Dr June Soomer, Ambassador Extraordinary and Plenipotentiary to CARICOM, OECS and Diaspora Affairs
St Kitts and Nevis	The Hon. Dr Denzil Douglas*, Prime Minister
St Vincent and the Grenadines	HE Dr Cenio Lewis, High Commissioner to the United Kingdom
Samoa	The Hon. Tuilaepa Lufesi Sialele Malielegaoi*, Prime Minister and Minister of Foreign Affairs
Seychelles	HE Mr James Alix Michel*, President

Sierra Leone	HE Mr Ernest Bai Koroma*, President
Singapore	The Hon. Lee Hsien Loong*, Prime Minister
Solomon Islands	The Hon. Peter Shanel Agovaka, Minister of Foreign Affairs and External Trade
South Africa	HE Mr Jacob Zuma*, President
Sri Lanka	HE Mr Mahinda Rajapaksa*, President
Swaziland	The Hon. Dr Barnabas Sibusiso Dlamini*, Prime Minister
Tonga	The Hon. Lord Tu'ivakano*, Prime Minister
Trinidad and Tobago	The Hon. Kamla Persad-Bissessar*, Prime Minister
Tuvalu	The Hon. Willy Telavi*, Prime Minister
Uganda	HE Mr Edward Kiwanuka Ssekandi, Vice-President
United Kingdom	The Rt Hon. David Cameron*, Prime Minister
United Republic of Tanzania	HE Mr Jakaya Kikwete*, President
Vanuatu	The Hon. Sato Kilman*, Prime Minister
Zambia	The Hon. Dr Guy L Scott, Vice-President
Commonwealth Secretariat	HE Mr Kamallesh Sharma, Secretary-General

Notes

- 1 One member, Fiji Islands, is currently suspended.
- 2 From the high-level event 'Women's Political Participation: Making Gender Equality in Politics a Reality', held during the 66th Session of the UN General Assembly in New York.
- 3 UNSCRs 1325, 1888 and 1889 are all entitled 'Women and Peace and Security'.
- 4 Commonwealth (Latimer House) Principles on the Accountability of and the Relationship between the Three Branches of Government, as endorsed by the Abuja CHOGM in 2003.
- 5 It is relevant to recall that the Report of the Meeting of Commonwealth Special Envoys in November 2006 reaffirmed 'the need to retain the clear distinction between the Secretary-General's Good Offices engagements and the work of CMAG'. The Special Envoys felt that 'this distinction provided some assurance to countries, where engagements were encouraged, that acceptance of Commonwealth assistance and Good Offices would not inextricably lead to attention and potential censure through CMAG'.
- 6 It was agreed that the focus should be expanded to include climate change-vulnerable developing states.