

# Evaluation of the Commonwealth Secretariat's Democracy Programme 2013/14 – 2016/17

Final Report

October 2018



The Commonwealth

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EVALUATION SERIES 111

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Final Report  
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# Acronyms

<b>CEN</b>	Commonwealth Electoral Network
<b>CHOGM</b>	Commonwealth Heads of Government Meeting
<b>CMAG</b>	Commonwealth Ministerial Action Group
<b>COG</b>	Commonwealth Observer Group
<b>DfID</b>	Department for International Development
<b>EBRs</b>	extra-budgetary resources
<b>EMB</b>	election management body
<b>EU</b>	European Union
<b>JEP</b>	junior election professional
<b>MTR</b>	Midterm Review
<b>PAI</b>	Public Administration International
<b>PNG</b>	Papua New Guinea
<b>SG</b>	Secretary General
<b>SPPD</b>	Strategy, Portfolio and Partnerships Division
<b>ToRs</b>	terms of reference
<b>UN</b>	United Nations
<b>UNDP</b>	United Nations Development Programme



# Executive Summary

This report sets out the findings and recommendations of the evaluation of the Commonwealth Secretariat's Democracy Programme from 2013 to 2017.

The purpose of the evaluation was to assess the relevance, efficiency, effectiveness, impact and sustainability of the support provided by the Secretariat in meeting the needs of its member countries. The study aimed to provide an independent opinion on the design, performance and results of the Democracy Programme. The evaluation was also intended to make recommendations from both strategic and operational perspectives to optimise the use of resources in achieving sustainable impact.

Overall, the democratic governance work of the Secretariat is highly relevant to the needs of member countries, as well being a high priority for the Secretariat's donors. The demand for support for improvements in democratic governance is clear from interviews with stakeholders from member countries, as well as from research on the need for democratic governance. The Commonwealth is a bastion of democracy, as evidenced by the values and principles enshrined in its Charter; it is a beacon of hope for better governance, both in Commonwealth member countries and globally. The priority to support member countries to improve democratic governance is as relevant now as it will be in the future.

The high quality of staff and consultants was praised by member countries on the whole, and the Secretariat enjoys a high level of appreciation for its professionalism and commitment to supporting member countries. A total of 90 per cent of survey respondents strongly agreed or agreed with the statement that 'The Commonwealth Secretariat has been a preferred partner of choice for us'. It is also clear from interviews that there is an appreciation of the high level of competence and professionalism of staff and consultants, and of the supportive approach taken, the multicultural teams, and access to regional and international good practice and expertise.

The promotion of democracy could be improved with a clearer shared concept of democratic governance within the Secretariat, better local analysis of the problems to be addressed in context with a focus on results and 'joined-up working' with a range of actors, rather than 'one-off interventions', to manage political processes.

Most commonly, 'democratic governance' is understood as a set of values and 'governance processes' as a set of interactions among three sets of actors, from the state, civil society and the private sector. This implies governance based on fundamental and universally accepted principles, including participation/inclusiveness, accountability, transparency, the rule of law, the separation of powers, access, subsidiarity, equality and the freedom of the press.

Like several other actors in the democracy sector, the Secretariat is focusing on institution building at the highest levels of government in member countries. However, this appears not to have benefited from an appreciation of the different approaches and lessons learned in the sector. Concepts of and approaches to promoting democracy or democratic governance have evolved in the past two decades to include the needs of a range of actors at different levels, both governmental and non-governmental. In terms of strengthening institutions, developments in support of democratic governance have evolved to encompass improving political and policy-making processes (including elections) as well as increasing citizens' awareness and participation.

At the heart of any approach to promoting democratic governance, however, are the values and principles that underpin how government functions (or should function). These values are often expressed in national constitutions or legislation, and are also promoted through membership of regional or global bodies such as the Commonwealth and the United Nations. It is important in the Secretariat's definition of democratic governance that the values of the Charter and related agreements be brought to the fore, not only in terms of what the values are but also in terms of what it means to implement them in a country context. How does government become

more democratic? What does the concept of accountability mean for how governments function in member countries?

Given the current structure of the Secretariat's Strategic Plan and the monitoring of results, it appears that the vast majority of results targets are met, and the impact in most programme areas – including democracy – is strong. However, regrettably, the achievement of results (as measured by intermediate indicators) does not address the following questions: what are the results of activities in member countries themselves and how do the results contribute to improving democratic governance priorities in these countries?

Planning for impact is weak, as (1) there are no broad problem analyses at a country level, (2) there is little follow-up or planned follow-up, (3) there are either no, or weak, links between global and regional meetings, with no post-event impact assessment, and (4) many staff lack a focus on results (predominantly moving from activity to activity). Annual budgets with uncertain outer-year funding also affect longer-term planning.

When revising the Strategic Plan, there would be considerable merit in using the key values in the Commonwealth Charter as the yardstick by which to measure progress – to promote the principles of transparency, accountability, inclusiveness and responsiveness – and in requiring staff to compile success stories or good practices to gather and share evidence of impact from member countries.

In the current Strategic Plan, the Secretariat has been more proactive and has grasped a number of opportunities to address broader needs at times of elections. One example of this was in Lesotho, where there was a threat of violence in 2017. The political parties and other main actors were supported by the Secretariat to make 'peace pledges' and commit to respecting the outcome of the election. In Sierra Leone, an observation mission was transformed into a Good Offices mediation mission when a dispute arose around the outcome of the election in 2018. In Papua New Guinea, follow-up was planned for three months after the election in 2017 to meet with key institutions to discuss the implementation of recommendations. This led to a three-way cooperation between the Secretariat, the Electoral

Commission and a development partner, and the development of a strategic plan for the implementation of electoral reforms.

The Secretariat has made many and varied contributions to promoting democracy in member countries. Effectiveness can be seen particularly where there has been sustained and regular engagement. The priorities for a clearer and more demonstrable impact on democratic governance are a focus on results and better implementation of strategies through effective management decision-making and the linking of staff performance to strategic priorities.

There has been little consideration given to the sustainability of interventions, and no evidence can be seen in this evaluation to suggest that there was consideration of options to increase the sustainability of an intervention by working with local actors or linking with other organisations that could continue support after the Secretariat has withdrawn.

The main added value of the Secretariat's work in the context of other actors lies in its trusted position and reach, as well as its access to experience and expertise in similar contexts. The Secretariat could build on these strengths to develop what it is able to offer and demonstrate the value of its work. It is precisely this facilitating, convening, catalytic, information-sharing role that comes to the fore here as a basis for addressing real problems in context.

At present, information flow is not structured or well-organised. Because of the sensitivity of information and the fact that often relationships are based on trust, there is little nuance to discussions about different approaches to democracy in different member countries. This limits the Secretariat in its search for relevance. Leadership in the Secretariat could start by providing more direction in terms of the focus on results and the linked up way of working that are required for the promotion of democratic governance, based on the values and principles in the Charter.

# 1. Introduction and Acknowledgements

This report sets out the findings and recommendations of the evaluation of the Commonwealth Secretariat's Democracy Programme from 2013 to 2017. The evaluation was conducted by Public Administration International (PAI) from May to August 2018. Rob Watson, an evaluation expert with more than 30 years of experience, undertook the evaluation study.

The author of the report would like to give his sincere thanks to all who contributed their time during the many interviews with staff and member country representatives around the world. In particular, he would like to thank the following for their expert assistance with the evaluation: Katalaina Sapolu, Director, Governance and Peace Directorate; Evelyn Pedersen, Adviser and Head, Evaluation Section, Strategy, Portfolio and Partnerships Division (SPPD); Purvi Kanzaria, Programme Officer, SPPD; and Katherine Marshall Kisson, Results Based Management Officer. He also acknowledges with thanks the analytical and administrative support provided by PAI.

## 1.1 Background and purpose

The SPPD of the Secretariat commissioned an independent evaluation of its support for democracy in the previous Strategic Plan July 2013/14–June 2016/17.

The purpose of the evaluation was set out in the terms of reference (ToRs; see Annex 1), namely to assess the relevance, efficiency, effectiveness, impact and sustainability of the support provided by the Secretariat in meeting the needs of its member countries. The study aimed to provide an independent opinion on the design, performance and results of the Democracy Programme. The evaluation was also intended to make recommendations from both strategic and operational perspectives to optimise the use of resources in achieving sustainable impact. Specifically, the evaluation would:

- review the extent to which the Secretariat's support of democracy was relevant to the needs of member countries and consistent with the intermediate outcomes of the Strategic Plan;
- assess the extent to which Commonwealth member countries may have benefited from the Secretariat's work and the extent to which tangible outcomes have been realised;
- assess the design and strategies used in the delivery of the programme, including rights-based perspectives, and suggest improvements, if necessary;
- assess how gender mainstreaming is enabled and realised in democracy work;
- review the operational aspects of the programme delivery from economic, efficiency, effectiveness and equity perspectives to provide recommendations for improvement;
- identify issues, challenges and lessons learned and make recommendations, both strategic and operational.

An initial 'kick-off' meeting on Friday 18 May 2016 with a range of staff and PAI representatives emphasised the importance of this first external evaluation of the Secretariat's Democracy Programme. The value of an independent perspective was highlighted, as were the sensitivities around certain information and the need for respondents' confidentiality to be ensured. The value of an independent view for a 'reality check' was raised. In particular, it was hoped that the evaluation would help to identify how to enhance engagement with member countries as, 'it's never been easy to get entry points'. The question of whether better use can be made of the Commonwealth Observer Groups as entry points and as a link to promoting democracy was raised.

Initial meetings saw a request from the Secretary-General (SG), Assistant Secretary-General and Director of the Governance and Peace Directorate to 'give us an independent and un-biased opinion

on where we are doing well, and where we need to improve'. It was agreed during this inception phase that the evaluation would focus on the four-year period of the Strategic Plan (July 2013/14–June 2016/17) and specifically on the Democracy Pillar of the strategy during this period, but would also explore how other components of the democracy work, such as human rights and the rule of law, are implemented and reflect on current practice. The evaluator was asked to reflect on international best practice and to assess how the Secretariat can learn from this.

## 1.2 Methodology

Overall, a participatory and engaging methodology was used to explore and unpack concepts and terms and to understand the Secretariat's work in light of the context and needs of member countries. In the field visits in particular, the approach aimed to get 'under the surface' to better understand needs from a country context and priority needs for a democracy perspective. A utility approach was applied – focusing on the areas in which there is most benefit for the Secretariat and its work and not aiming to cover all issues but select those most relevant to the questions raised in the ToRs and to the needs of the Secretariat.

The findings and recommendations are a good fit with the visions and requirements of the leaders in the Secretariat, including the SG and her team. The improvements and approaches suggested in this report aim to make a positive contribution to the Secretariat and its work and to help make it easier for the Secretariat to raise funds, based on clearer results on real democracy challenges in member countries.

### 1.2.1 Evaluation design

The evaluation followed established methods. A mixed-methods evaluation was applied to suit the needs set out in the ToRs, driven by an inclusive approach to promote discussion and ownership of the evaluation findings. Research and data gathering involved primarily qualitative methods, but quantitative data were also gathered through a short questionnaire, which was completed by 47 respondents.

The evaluation provides an independent opinion on the design, performance and results of the programme. It draws out lessons, identifies good practices and makes recommendations from both

strategic and operational perspectives to optimise the use of resources in achieving sustainable impact. Both strengths and weaknesses in the design, performance and results of the Secretariat's work are highlighted in this report. Examples of both good and bad practice are cited.

### 1.2.2 Document review

A total of 268 documents were provided and reviewed in the course of the evaluation (see Annex 3 for the list of documents reviewed). Information in the reports was predominantly descriptive and, as described by one interviewee, was intended for internal or donor consumption so had limited value for analysis. Where relevant, data from documents were included to reinforce findings. Concepts and definitions of democracy and democratic governance were researched.

### 1.2.3 Interviews with staff, in-country counterparts and stakeholders

A total of 117 interviews were conducted (see Annex 2 for a list of persons interviewed). In-depth, semi-structured interviews were held with a range of key staff in the Secretariat offices at Marlborough House. Skype meetings were held with international stakeholders.

Key informant interviews with member country representatives and stakeholders at a country level followed an unstructured interview style and helped to 'unpack' concepts and programme approaches and options.

### 1.2.4 Online survey

An online survey was conducted with 448 initial contacts in Commonwealth member countries. A template of the survey questionnaire can be found in Annex 4. A total of 47 contacts (10.5 per cent) submitted responses, and summary data of their responses are given in Annex 5.

The questionnaire included 16 structured questions, of which 2 were open-ended and the remainder provided for closed responses with the option for additional comments. The survey was distributed by email to the email addresses of contacts provided by the Secretariat.

## Field visits

A consultative approach was used; this was facilitative and flexible, with opportunities for reflection and feedback through programme and evaluation staff accompanying the evaluation consultant to country field visits.

The following countries were identified for evaluation by staff, as they illustrated the broad range of work conducted and would offer both good and not so good examples of practice (bold font indicates field visit countries).

### Africa Region:

1. Lesotho
2. Mozambique
3. Cameroon

### Asia Region:

4. Sri Lanka
5. Pakistan
6. Malaysia

### Pacific Region:

7. Papua New Guinea
8. Nauru
9. Vanuatu

### Caribbean Region

10. Dominica
11. St Vincent and the Grenadines
12. Antigua and Barbuda

Where possible, interviews were held via Skype with contacts in those countries not visited. The focus on these secondary countries was less intense than on those visited during field visits and contact was limited owing to sensitivities and the availability of information and respondents to interview.

## 1.2.5 Data analysis

Data from documents, interviews and the online survey were triangulated to identify findings based on the Secretariat's priority needs at the time. These were informed by the 'burning' issues raised during interviews at the Secretariat, as well as by member countries and stakeholders during interviews. These data were consolidated and condensed to form findings and recommendations.

## 1.2.6 Challenges and limitations

The scope of the evaluation was huge, covering 52 countries, so choices were made to focus the evaluation on those aspects that are most useful for the democracy work of the Secretariat. In addition, the budgetary resources for the evaluation and time constraint in the consultancy dictated that only 3 country visits were feasible. These constraints were partly mitigated through the use of skype and telephone interviews as well as through the selection of a larger sample of countries that could be assessed through the desk review.

It was decided in the inception phase, when choosing which countries to focus on, to respond to interest expressed by member countries. For example, in the questionnaire sent to representatives of all 52 member countries an offer for a Skype interview was listed as an option. However, we were realistic that the rates of responses to previous questionnaires have not been high, so we resolved to work with the information available.

The assessment of impact in the field of democratic governance is widely recognised as a long-term endeavour and cannot be meaningfully assessed as part of a short evaluation. This is because the impact of governance work must be assessed at the highest level – beyond outcomes – and evaluation is challenging because of both attribution and limitations in what can realistically be achieved with short interventions. Therefore, the evaluation has used examples of both good and bad experiences to highlight key areas of need and to suggest options for addressing them.

Confidentiality and the availability of information also affected the evaluation to a lesser degree. Some information and prospective respondents were too sensitive to risk any confusion that may arise from the questions raised during an evaluation.

## 1.3 The Secretariat's Democracy Programme

The Secretariat's Democracy Programme formed one of six strategic pillars during the strategic period 2013/14 to 2016/17 (see Annex 2 for the overview of strategic goals and outcomes of that period). The Democracy Programme's strategic outcome is 'Greater adherence to Commonwealth political values and principles' as set out in the Charter. This

outcome is measured through the realisation of the intermediate outcomes of the key programme delivery channels as follows.

#### Intermediate outcomes:

- the **Commonwealth Ministerial Action Group (CMAG)** is well-informed and supported to protect and promote Commonwealth values and principles
- member countries engage with and benefit from strengthened **Good Offices of the Secretary-General**
- member countries conduct fair, credible and inclusive **elections**
- the values of '**respect and understanding**' are advanced.

#### Programme components contributing to these intermediate outcomes are as follows:

The CMAG is a ministerial mechanism through which serious or persistent violations of the Commonwealth's fundamental political values are addressed. It strives to encourage countries that fail to adhere to Commonwealth fundamental values to address these failures in a time-bound manner. The Commonwealth Heads of Government Meeting (CHOGM) held in Perth in 2011 approved an enhanced role for the CMAG. The Secretariat provides analytical and administrative support to enable the CMAG to deal with the full range of serious or persistent violations of Commonwealth fundamental political values. It is envisaged that member countries will respond positively to CMAG's recommendations and implement them.

The SG's Good Offices for Peace provide capacity-building assistance and technical support to help prevent, manage and overcome conflicts and internal differences. The Secretariat deploys envoys and/or advisers to undertake Good Offices activities, develops multidisciplinary entry points to facilitate national dialogue and dispute resolution, enhances the capacity of key institutions and stakeholders, undertakes advocacy to promote the use of the SG's Good Offices to resolve political tensions, and shares Commonwealth experience and advances Commonwealth values and principles.

The programme works towards the intermediate outcome of member countries conducting fair, credible and inclusive elections through two key components: the Commonwealth Electoral Network (CEN), established in 2010; and the election observation programme. The CEN facilitates experience sharing and creates support mechanisms, promotes good practices and provides opportunities for peer support across the Commonwealth. In support of the CEN, a programme for Junior Election Professionals (JEP) was implemented with funding from the Australian Department of Foreign Affairs and Trade.

The mandate to strengthen the Secretariat's work on Respect and Understanding was endorsed by Heads of Government in the Kampala CHOGM (2007) and reiterated in the Perth CHOGM 2011 Communique. The Secretariat has already initiated actions through advocacy and institution building at the local level.

Figure 1 provides an illustrative list of the actions and results in member countries during the Strategic Plan period.

Figure 1. Overview of Democracy Programme activities and key results

Countries	Programme actions and results	Period
<b>AFRICA REGION</b>		
<b>Botswana</b>	Commonwealth Observer Group <ul style="list-style-type: none"> <li>National Elections</li> </ul>	October 2014
<b>Cameroon</b>	Commonwealth Observer Group <ul style="list-style-type: none"> <li>Legislative and Municipal Elections</li> </ul>	September 2013
	Good Offices <ul style="list-style-type: none"> <li>The regional desks progressed in country engagements to build relationships and trust in Cameroon</li> </ul>	
<b>Ghana</b>	Good Offices engagement <ul style="list-style-type: none"> <li>SG Good Offices envoy engaged</li> </ul>	2016
	<ul style="list-style-type: none"> <li>SG's visit to Ghana included valuable engagements with national leaders and officials, and a presentation at the biennial Conference of the Association of Commonwealth Universities</li> </ul>	August 2016
	Elections support <ul style="list-style-type: none"> <li>Technical assistance delivered to refine Ghana's voter engagement strategy</li> </ul>	2014/2015
	Commonwealth Observer Group <ul style="list-style-type: none"> <li>National elections</li> </ul>	December 2016
<b>Kenya</b>	Commonwealth Observer Group 2013 Report implementations: <ul style="list-style-type: none"> <li>Creation of a more inclusive and transparent election management body</li> <li>Improved voter registration</li> <li>Improved procedures and institutions for election disputes resolution</li> </ul>	July–December 2013
	Values of respect and understanding <ul style="list-style-type: none"> <li>Schools participated in a Commonwealth Class project implemented in partnership with the British Council</li> <li>This initiative completed and launched the English for the Games worksheets, which are lessons for 7- to 10-year olds and 11- to 14-year-olds aimed at teaching the rules, history and vocabulary of sporting activities taking place at the 2014 Commonwealth Games</li> </ul>	July–December 2013
	Elections support <ul style="list-style-type: none"> <li>The CEN convened a number of working groups to discuss good practice</li> <li>CEN credited with persuading Kenyan parliamentarians that a draft law on campaign finance, which had previously failed to garner support, in fact met international standards</li> <li>Kenya's landmark Election Campaign Financing Act was subsequently passed in 2013</li> </ul>	July–December 2014

Countries	Programme actions and results	Period
Lesotho	Good Offices <ul style="list-style-type: none"> <li>New strategic partnership developed with the South African-based organisation ACCORD to enhance capacity for conflict prevention and resolution. It coordinated strategy and operations with the United Nations, relevant regional organisations and relevant member countries on its specific country engagements (Maldives, Swaziland and Lesotho)</li> </ul>	2013/14
	Commonwealth Observer Group <ul style="list-style-type: none"> <li>National Assembly Elections</li> </ul>	February 2015
	<ul style="list-style-type: none"> <li>National Assembly Elections</li> </ul>	June 2017
	<ul style="list-style-type: none"> <li>Commonwealth Observer Group 2017 reported the implementation of previous Commonwealth Observer Group recommendation to amend National Assembly Act</li> </ul>	
	Good Offices <ul style="list-style-type: none"> <li>The Secretariat worked with the New Zealand Government and Parliament to deliver a capacity-building programme for the Lesotho Coalition Government to enhance understanding of the operation of a Mixed Member Proportional Parliament, the nature of a non-political public service, the mechanics of managing a successful coalition and procedures for government formation after an election</li> </ul>	2014/15
	Report: 'Governance in Lesotho – Repositioning for Success'	April 2014
	Expert Adviser appointed to deepen understanding of coalition governance in Lesotho and create entry points to advance critical governance reforms <ul style="list-style-type: none"> <li>Broad consultations and forums held, resulting in report 'Sustaining Coalition Governance in the Kingdom of Lesotho: Scoping study of suggested reforms for the Government of Lesotho' in April 2013</li> </ul>	February–April 2013
	<ul style="list-style-type: none"> <li>Worked in partnership with the Southern African Development Community to enable Parliament to be recalled and to create a basis for fresh elections to take place</li> <li>SG Special Envoy produced guideline for the formation of coalition governments – 'Working Towards a Sustainable Democracy in Lesotho'</li> <li>Guideline launched in December 2014 in partnership with the United Nations Development Programme and broad-based stakeholders, including government, the opposition, other political parties, civil society and academia</li> </ul>	July–December 2014
	<ul style="list-style-type: none"> <li>On the emergence of a new coalition after the February 2015 General Election, the respective political parties requested the SG's Special Envoy support to assist in the drafting of the Government's Coalition Agreement</li> <li>The Special Envoy facilitated full three-day sessions with the coalition parties, resulting in the Coalition Agreement, 'The Coalition Agreement for Stability and Reform, Lesotho's Second Coalition Government Agreement, April 2015'</li> </ul>	March–April 2015
	<ul style="list-style-type: none"> <li>Follow-up support provided in implementing the recommendations of the April 2014 Report 'Governance in Lesotho – Repositioning for Success'</li> </ul>	July–December 2015
	<ul style="list-style-type: none"> <li>Engagement maintained support for public sector reform and consolidation of multiparty constitutional rule</li> </ul>	2015/16
	Rule of law <ul style="list-style-type: none"> <li>High Court Judge placed in Lesotho</li> <li>Final delivery of texts for a commercial court library has completed a project that has seen the establishment of an effectively functioning commercial court in Lesotho</li> <li>Commercial court backlog has been cleared</li> <li>Commercial court rules and procedures have been established and commercial court judges have been trained</li> </ul>	July–December 2013

Countries	Programme actions and results	Period
<b>Lesotho (CTD)</b>	Human rights <ul style="list-style-type: none"> <li>A Human Rights Training for Trainers session for the Africa Region was delivered in Lesotho. This fourth and final workshop of a Pan-Commonwealth regional series involved 35 youth trainers from Botswana, Ghana, Lesotho, Malawi, Mauritius, Namibia, Rwanda, South Africa, Swaziland, Uganda, Tanzania and Zambia</li> </ul>	January 2014
	Public sector governance <ul style="list-style-type: none"> <li>Strengthening of Directorate on Corruption and Economic Offences</li> <li>Draft Prevention of Corruption and Economic Offences (Amendment) Bill presented to Attorney General for final review before it passed to parliament for enactment</li> <li>Training has been provided for educators, preventers and investigators throughout the project</li> <li>ToRs for public perception survey prepared and agreed</li> </ul>	
<b>Malawi</b>	Commonwealth Observer Group <ul style="list-style-type: none"> <li>Presidential, Parliamentary and Local Council Elections</li> </ul>	May 2014
<b>Mozambique</b>	Good Offices <ul style="list-style-type: none"> <li>Training delivered on 'Prevention, Mitigation, and Management of Electoral Conflict' to national election officials</li> </ul>	September 2014
	Commonwealth Observer Group <ul style="list-style-type: none"> <li>Presidential, National and Provincial Assembly Elections</li> </ul>	October 2014
	Good Offices <ul style="list-style-type: none"> <li>Needs Assessment Mission and engagement strategy completed in support of the National Election Commission to enhance its conflict prevention/resolution capacity</li> <li>The CNE has endorsed the Good Offices' proposed strategy</li> </ul>	July–December 2015
	Human rights <ul style="list-style-type: none"> <li>Scoping mission reached agreement on the operationalisation of the recently established Mozambique National Human Rights Commission</li> </ul>	June 2014
	Rule of law <ul style="list-style-type: none"> <li>In Mozambique, it is common practice for all Ministries to draft legislation independently; however, following the Secretariat's training, consideration was given by the Ministry of Justice to centralised coordination between drafting offices in the country</li> </ul>	January–June 2014
	<ul style="list-style-type: none"> <li>Training of judges and prosecutors in Mozambique on violence against women and access to justice as well as gender mainstreaming in the justice system</li> </ul>	January–June 2014
<b>Namibia</b>	Commonwealth Observer Group <ul style="list-style-type: none"> <li>Presidential and National Assembly Elections</li> </ul>	November 2014
<b>Nigeria</b>	Elections support <ul style="list-style-type: none"> <li>Nigeria restructured its Independent National Electoral Commission, created a biometric register of voters and introduced continuous voter registration</li> </ul>	2013/14
	<ul style="list-style-type: none"> <li>Commonwealth Observer Group</li> <li>Parliamentary Elections</li> <li>National Assembly Elections</li> <li>Implemented Commonwealth Observer Group recommendations to restructure its Independent National Electoral Commission</li> <li>Commonwealth Observer Groups observed Presidential and national elections</li> </ul>	2014/15
		March 2015
		2014/15
		December 2016
	<ul style="list-style-type: none"> <li>Values of respect and understanding</li> <li>Schools participated in Commonwealth Class project implemented in partnership with the British Council</li> </ul>	July–December 2013

Countries	Programme actions and results	Period
Rwanda	Commonwealth Observer Group • Legislative Elections	September 2013
	• An election observation mission took place in Rwanda and the Commonwealth Observer Group in Rwanda noted the electoral reforms that had taken place since the 2010 presidential elections, including the implementation of a governance board for registering political parties, and the participation of four new parties in the 2013 election	
Seychelles	• Commonwealth Observer Group • Legislative Elections	2015/16
	• Presidential election and the re-run of those elections in the same month.	December 2015
	• Parliamentary elections	September 2016
	• Note made of previous observation recommendations implemented: • The establishment of an electoral commission • the inauguration of an electoral reform commission • introduction of continuous voter registration, legislation governing campaign financing, and more	
Sierra Leone	Good Offices of the SG • an electoral expert deployed to the Electoral Commission assisted with electoral dispute resolution and assisted with a smooth transition of government	
	Elections support • Technical assistance provided resulted in: • Enhanced voter reach through the development of a social media strategy and supporting the practical use of social media tools • a voter-focused social media strategy • Commission policy on responding to social media	19 February to 31 March 2018
eSwatini (Swaziland)	Commonwealth Observer Group • National Elections	September 2013
	Good Offices • Establishment of conditions for a dialogue between the King and civil society	2014/15
	• Engaged the Government of eSwatini to undertake further democratic reforms in the lead up to the 2018 elections, as recommended by the Commonwealth Observer Missions that observed the 2013 elections	July 2015
	• Strengthened relationship built between the Commonwealth Special Envoy, former Malawi President, Dr Bakili Muluzi, and the King and His Government, as well as with a range of civil society representatives • The King accepted a proposal to meet with civil society to build a platform for more sustained, direct dialogue	July–December 2015
South Africa	Commonwealth Observer Group • National Elections	May 2014
	Good Offices • Support provided for the development of strategic and operational partnerships with strategic external partners and international community – the United Nations, Swiss Peace, the Berghof Foundation, the 'Peace Action and Training Institute' and the South Africa Government Mediation Support Unit	
Uganda	Commonwealth Observer Group National Elections	February 2016
Tanzania	Commonwealth Observer Group • National Elections	October 2015
	Good Offices • The regional desks have progressed in country engagements in support of the SG's Good Offices to build relationships and trust in Tanzania	

Countries	Programme actions and results	Period
Zambia	Good Offices <ul style="list-style-type: none"> <li>Special Advisor on Political Dialogue assisted the Electoral Commission in: <ul style="list-style-type: none"> <li>unblocking deadlocks, especially in relation to the delivery of electoral material and during the post-election rigging claims</li> <li>easy coordination of peace messaging</li> <li>the peace pledge initiative – eight out of the nine presidential candidates committed to the pledge in the presence of the international community and the media</li> <li>an entry point for post-election engagement by the Commonwealth</li> </ul> </li> </ul>	2015/16
	Commonwealth Observer Group <ul style="list-style-type: none"> <li>General Elections and Referendum</li> </ul>	August 2016
	Good Offices <ul style="list-style-type: none"> <li>Commonwealth delegation visited Zambia three times and held extensive consultations, including with HE President Edgar Lungu; the Speaker of the National Assembly; the leader of the United Party for National Development (UPND), Mr Hakainde Hichilema; the Minister of Justice; the Board of the Zambia Centre for Interparty Dialogue (ZCID); political leaders; the Church Mother Bodies, representatives of civil society organisations; Commonwealth High Commissioners; and development partners to prepare the ground for a Commonwealth-facilitated National Dialogue</li> <li>three missions deployed to Zambia between January and June 2018. Two were led by the Special Envoy</li> <li>The Special Envoy was unable to attend the third mission as the engagement was halted at the request of the Zambian Government</li> </ul>	September and December 2017 January–June 2018
	SG's Special Envoy, Professor Ibrahim Gambari, facilitated a Commonwealth National Dialogue in Zambia	
ASIA REGION		
Bangladesh	CMAG <ul style="list-style-type: none"> <li>Current CMAG Chair (2018–20)</li> </ul>	2018
Maldivesa	CMAG <ul style="list-style-type: none"> <li>Placed on formal agenda then removed following credible election/ inauguration of president</li> </ul>	November 2013
	Commonwealth Observer Group <ul style="list-style-type: none"> <li>Presidential Elections</li> </ul>	September 2013
	Re-run of Presidential Elections and Presidential run-off	November 2013
	People's Majlis Election	March 2014
	Good Offices <ul style="list-style-type: none"> <li>Special Envoy appointed</li> </ul>	2015/16
	Engaged to build a coherent international strategy and implementation plan	2014/15
Pakistan	Elections support <ul style="list-style-type: none"> <li>The Secretariat supported the reforming of Pakistan's electoral management systems and processes</li> <li>A pre-electoral assessment mission was conducted to Pakistan in May 2018</li> <li>Reforms undertaken evidenced in the Electoral Act 2017 and the Election Regulations 2017</li> </ul>	2017/18
	Values of respect and understanding <ul style="list-style-type: none"> <li>Schools participated in Commonwealth Class project implemented in partnership with the British Council</li> </ul>	July–December 2013

Countries	Programme actions and results	Period
Sri Lanka	Commonwealth Observer Group <ul style="list-style-type: none"> <li>Northern Provincial Council Elections</li> </ul>	September 2013
	<ul style="list-style-type: none"> <li>Presidential Elections</li> </ul>	January 2015
	<ul style="list-style-type: none"> <li>Parliamentary Elections</li> </ul>	August 2015
	CHOGM 2013 Host and Chair in Office 2013–2015. <ul style="list-style-type: none"> <li>Theme – Growth with Equity: Inclusive Development</li> <li>27 of 50 countries present were represented by their Heads of State or Government</li> </ul>	15–17 November 2013
	Elections support <ul style="list-style-type: none"> <li>Commonwealth Observer Group recommendations led to the establishment of an independent Electoral Commission in Sri Lanka</li> </ul>	July–December 2015
	Values of respect and understanding <ul style="list-style-type: none"> <li>Human rights-facilitated dialogues on respect and understanding</li> </ul>	
	Human rights <ul style="list-style-type: none"> <li>Capacity-development support provided to the Human Rights Commission of Sri Lanka to strengthen their compliance with the Paris Principles</li> <li>Culminated in adoption of a final Reconciliation Action Plan</li> </ul>	July–December 2014
	Public sector governance <ul style="list-style-type: none"> <li>Support provided to the Sri Lankan Ministry of Local Government in partnership Commonwealth Local Government Forum</li> </ul>	July–December 2014
Asia	Electoral support <ul style="list-style-type: none"> <li>JEP workshop conducted with the India International Institute for Democracy and Election Management</li> <li>The training event was attended by twelve participants (six men and six women) from six regional CEN members, comprising Bangladesh, India, Malaysia, Maldives, Pakistan and Sri Lanka</li> </ul>	March, 2015
<b>CARIBBEAN AND AMERICAS REGION</b>		
Antigua and Barbuda	Commonwealth Observer Group <ul style="list-style-type: none"> <li>National Elections</li> </ul>	June 2014
The Bahamas	Commonwealth Observer Group <ul style="list-style-type: none"> <li>National Elections</li> </ul>	May 2017
Dominica	Commonwealth Observer Group <ul style="list-style-type: none"> <li>National and Regional Elections</li> </ul>	December 2014
	Electoral support <ul style="list-style-type: none"> <li>Follow-up: a two-person Secretariat mission visited the Dominica Electoral Office from 14 to 19 November 2016 to assess the operational and IT capacity of the Office and the voter registration process</li> <li>A voter registration IT expert was deployed to provide technical advice</li> <li>A legal expert was deployed to analyse the existing legislative provisions governing the conduct of elections and reported to the Electoral Commission of Dominica on proposed electoral reform</li> </ul>	November 2016
Grenada	Electoral support: <ul style="list-style-type: none"> <li>A result of Secretariat-fostered collaboration is an information and communication technology project initiated in 2017 by the Parliamentary Elections Office of Grenada that electronically mapped the boundaries of its 15 electoral districts</li> </ul>	
	<ul style="list-style-type: none"> <li>Grenada participated in the CEP Caribbean and Americas training event in Antigua and Barbuda</li> </ul>	May 2018

Countries	Programme actions and results	Period
Guyana	Commonwealth Observer Group <ul style="list-style-type: none"> <li>National and Regional Elections</li> </ul>	May 2015
	CMAG <ul style="list-style-type: none"> <li>CMAG on Guyana meeting convened, chaired by Bangladesh. Meeting attended by Bangladesh, Canada, Guyana, Jamaica and the United Kingdom (Antigua and Barbuda and South Africa were absent)</li> </ul>	21 September 2017
	Electoral support <ul style="list-style-type: none"> <li>Guyana's election professionals benefited from the CEP Caribbean and Americas training event in Antigua and Barbuda</li> </ul>	May 2018
Jamaica	Electoral support <ul style="list-style-type: none"> <li>The Secretariat supported Jamaica's national election management body in adopting best practices and principles emerging from the CEN to enhance their electoral processes</li> </ul>	
	<ul style="list-style-type: none"> <li>Jamaica participated in the CEP Caribbean and Americas training event in Antigua and Barbuda</li> </ul>	May 2018
St Kitts and Nevis	Commonwealth Observer Group <ul style="list-style-type: none"> <li>General Elections</li> </ul>	February 2015
St Vincent and the Grenadines	Commonwealth Observer Group <ul style="list-style-type: none"> <li>General Elections</li> </ul>	December 2015
Trinidad and Tobago	Commonwealth Observer Group <ul style="list-style-type: none"> <li>Parliamentary Elections</li> </ul>	September 2015
	Electoral support <ul style="list-style-type: none"> <li>Trinidad and Tobago made good progress in implementing the recommendations of Commonwealth Observer Groups with regard to better processes for campaign financing</li> <li>Participated in the CEP Caribbean and Americas training event in Antigua and Barbuda in May 2018</li> </ul>	May 2018
Caribbean	Electoral support <ul style="list-style-type: none"> <li>CEN Biennial Conference – Trinidad and Tobago</li> </ul>	2016
	Values of respect and understanding <ul style="list-style-type: none"> <li>Schools participated in Commonwealth Class project implemented in partnership with the British Council</li> </ul>	July–December 2013
	CEP Caribbean Training <ul style="list-style-type: none"> <li>Themed around Independence of Executive Management Board (EBM); campaign and political party financing; gender and elections; relationship between political parties and the Election Management Body; and Election Management Bodies and new media</li> <li>Participants engaged via a moderated online community of electoral issues, exchange of experience, best practice and solutions to challenges encountered</li> </ul>	May 2018
EUROPE REGION		
Cyprus	CMAG <ul style="list-style-type: none"> <li>CMAG Chair 2016–18</li> <li>Foreign Minister presented a verbal report to Executive Session at CHOGM 2018</li> </ul>	
Malta	CHOGM Host and Chair in Office 2015–18	2015
United Kingdom	Values of respect and understanding <ul style="list-style-type: none"> <li>Schools participated in Commonwealth Class project implemented in partnership with the British Council</li> </ul>	July–December 2013
	CHOGM Host and Current Chair in Office 2018–20	April 2018

Countries	Programme actions and results	Period
<b>PACIFIC REGION</b>		
<b>Fiji Islands</b>	CMAG <ul style="list-style-type: none"> <li>On formal agenda since 2006; fully suspended since 2009</li> </ul>	2013/14
	<ul style="list-style-type: none"> <li>Fiji suspension scaled back</li> </ul>	March 2014
	Recommendations from CMAG that have been taken forward include: <ul style="list-style-type: none"> <li>the promulgation of a new constitution;</li> <li>the enrolment of more than 540,000 voters;</li> <li>the establishment of an independent Electoral Commission;</li> <li>the commencement of a dialogue between the Commission and political stakeholders.</li> </ul>	2014/15
	<ul style="list-style-type: none"> <li>Fiji reinstated to full membership</li> </ul>	September 2014
	Electoral support <ul style="list-style-type: none"> <li>Fiji benefited from the CEP Initiative through participation in October 2017 Workshop</li> </ul>	
<b>Nauru</b>	Commonwealth Observer Group <ul style="list-style-type: none"> <li>General Elections</li> </ul>	July 2016
	Electoral support <ul style="list-style-type: none"> <li>Commonwealth Observer Group recommendations implemented: the passage in March 2016 of a new Electoral Act and the establishment of an independent Nauru Election Commission</li> <li>Electoral expert deployed to make recommendations regarding capacity to conduct the General Election</li> <li>A number of innovations were introduced to enhance transparency and credibility, including: (1) the compilation of a new voters' list; (2) more robust voter verification and identification processes; (3) a revised counting and tabulation system; and (4) voter education and outreach programmes, including conducting public 'town hall' meetings with candidates and other key stakeholders</li> </ul>	2015/16, 2016/17
	<ul style="list-style-type: none"> <li>Commonwealth Observer Group reported increased public confidence in Nauru's electoral processes</li> </ul>	
	Electoral support <ul style="list-style-type: none"> <li>Individuals in Nauru benefited from the CEP Initiative in October 2017, with participants demonstrating career progression and increased job-related performance within their Executive Management Board or civil service</li> <li>Nauru reviewed their electoral practices, procedures and/or policies in response to recommendations formulated by CEN election professionals</li> </ul>	
<b>Papua New Guinea</b>	Commonwealth Observer Group <ul style="list-style-type: none"> <li>Implemented Commonwealth Observer Group recommendation to expand its facilitates out of constituency voting</li> </ul>	2014/15
	<ul style="list-style-type: none"> <li>Commonwealth Observer Groups were present for national elections in PNG</li> </ul>	July–December 2016
	<ul style="list-style-type: none"> <li>National Elections</li> </ul>	June–July 2017
	Electoral support <ul style="list-style-type: none"> <li>Bespoke post-election strategies were developed in collaboration with election management bodies</li> <li>Post-election mission to PNG was completed by the chairperson of the Commonwealth Observer Group and staff members</li> <li>Benefited from the CEP Initiative</li> </ul>	November 2017

Countries	Programme actions and results	Period
Solomon Islands	Commonwealth Observer Group <ul style="list-style-type: none"> <li>General Elections</li> </ul>	November 2014
	<ul style="list-style-type: none"> <li>Implemented Commonwealth Observer Group recommendations to establish a national biometric voter registration system</li> </ul>	
	CMAG Participated in the CMAG	
	Electoral support <ul style="list-style-type: none"> <li>The Secretariat supported the Solomon Islands to partake in the CEP Initiative workshop in October 2017</li> </ul>	
Tonga	Commonwealth Observer Group <ul style="list-style-type: none"> <li>National Parliamentary Elections</li> </ul>	November 2017
Vanuatu	Electoral support <ul style="list-style-type: none"> <li>Provided two experts in the short term to support the different stages: (1) a Vanuatu-based legal expert supporting the Vanuatu State Law Office to prepare the constitutional amendments, including participating in negotiations as a key member of the government Task Force; and (2) an electoral consultant working in the Office of the Prime Minister and collaborating closely with the Electoral Office</li> <li>Milestones achieved: the negotiation and legislative drafting of the constitutional reform; and the design of an awareness campaign for the impending referendum</li> </ul>	
	Commonwealth Observer Group <ul style="list-style-type: none"> <li>General Elections</li> </ul>	January 2016
	The Secretariat supported Vanuatu to partake in the CEP Initiative workshop	October 2017
Pan-Commonwealth		
	JEPs <ul style="list-style-type: none"> <li>Launched in June 2013 and funded by the Australian Government Department of Foreign Affairs and Trade, the JEP Initiative provides professional development and networking opportunities to more junior-level staff of Commonwealth Electoral Management Bodies.</li> </ul>	June 2013–October 2015
	<ul style="list-style-type: none"> <li>India: Pan-Commonwealth Pilot</li> </ul>	October 2013
	<ul style="list-style-type: none"> <li>Australia: Pacific Regional Training Event</li> </ul>	March 2014
	<ul style="list-style-type: none"> <li>Jamaica: Caribbean and Americas Regional Training Event</li> </ul>	September 2014
	<ul style="list-style-type: none"> <li>Botswana: Africa Regional Training Event</li> </ul>	August 2015
	<ul style="list-style-type: none"> <li>Provided in-depth capacity-building and professional development opportunities for 88 Commonwealth election administrators (56% female) from 43-member country Election Management Bodies.</li> <li>100% of participants reported that they had learned something, with 95% believing that it will have a positive impact on their careers. A total of 43% have already reported that their Election Management Bodies have implemented changes based on their recommendations</li> <li>As 97% of participating professionals still work for their Election Management Body, it is highly likely that sustainability of the impact will be achieved</li> </ul>	
	Commonwealth Foreign Affairs Ministers Meeting	Annual
	CHOGM	2014, 2016, 2018

## 2. Findings

### 2.1 Relevance

Overall, the democratic governance work of the Secretariat is highly relevant to the needs of member countries, as well being a high priority for the Secretariat's donors. The Commonwealth is a bastion of democracy, as evidenced by the values and principles enshrined in its Charter; it is a beacon of hope for better governance, both in Commonwealth member countries and globally. The priority to support member countries to improve democratic governance is as relevant now and will be as relevant in the future as it has been in the past.

One grateful representative from a member country declared that 'The Commonwealth Secretariat helped stabilise the country after we experienced turmoil after the elections'.

The high quality of staff and consultants was praised by member countries on the whole, and the Secretariat enjoys a high level of appreciation for its professionalism and commitment to supporting member countries.

A total of 90 per cent of survey respondents strongly agreed or agreed with the statement that 'The Commonwealth Secretariat has been a preferred partner of choice for us'. Interviews indicated that this satisfaction came from the high level of competence and professionalism of staff and consultants, the supportive approach taken, the multicultural approach, and access to regional and international good practice and expertise. One respondent from Cameroon offered 'The Commonwealth has been a privileged partner of Elections Cameroon. In fact Elections Cameroon in many ways is a brainchild of the Commonwealth, and the organisation has accompanied ELECAM in all its endeavours to deliver free, fair, transparent and credible elections in Cameroon'.

As one senior staff member succinctly put it: 'The convening and dialogue capability of the Commonwealth is a remarkable asset and can provide a model for consensus building in the global community.'

One stakeholder agreed, with a slight caveat: 'The Commonwealth Secretariat is an organisation that has a lot to offer. The staff are fantastic but the political mechanisms and influence they could bring to bear are often not fully utilised.'

The demand for support for improvements in democratic governance is clear from interviews with member countries as well as research on their needs. According to the Freedom in the World Index 2018, compiled by Freedom House, 31 Commonwealth member countries are ranked as 'Free', 18 are ranked as 'Partly Free' and 4 are ranked as 'Not Free'. In terms of political rights, 14 member countries are ranked higher than average, leaving over two-thirds of member countries ranking below the average (see Annex 6).

The World Bank lists six member countries as fragile and conflict affected (see Annex 8).

Of those countries reviewed by the Economist Intelligence Unit Democracy Index 2017, only six member countries were ranked as full democracies. A total of 13 were ranked as flawed democracies, 12 as hybrid regimes and 3 as authoritarian. In the same research, Commonwealth countries ranked far better in terms of electoral processes (with 76.47 per cent being above the average) but far lower in terms of functioning of government (44.12 per cent above the average), political participation (52.94 per cent above the average) and civil liberties (55.88 per cent above the average).

Commonwealth countries score badly in terms of security and the rule of law according to the Human Freedom Index, compiled by the Cato Institute, the Fraser Institute and the Liberales Institute at the Friedrich Naumann Foundation for Freedom. Here, 70 per cent of Commonwealth countries scored lower than the average for respect for the rule of law. A total of 92.50 per cent were above the average in terms of disappearances, conflict and terrorism, 62.50 per cent were more unsafe than the average, 30 per cent were above average in terms of human freedom and 72.73 per cent were above average in terms of women's safety and security. This research shows a clear need for support to member countries for improved democratic governance.

According to the Press Freedom Index 2017–18, compiled by Reporters Without Borders, only 34.21 per cent of Commonwealth countries scored higher than the average.

In terms of the position of women, the United Nations Development Programme (UNDP)'s Gender Development Index 2015 finds Commonwealth countries lacking, with only 21.15 per cent scoring above the average in terms of women's participation in parliaments.

Although the SG has issued at least three press statements on the rights of lesbian, gay, bisexual, transgender and intersex (LGBTI) citizens, 36 member countries still criminalise same-sex relationships.<sup>1</sup>

The promotion of democracy is still highly relevant and would be improved with a clearer shared concept of democratic governance within the Secretariat, better local analysis of the problem to be addressed in context with a focus on results and 'joined-up working' with a range of actors, rather than 'one-off interventions', to manage political processes.

### 2.1.1 Exploring concepts of democracy

The UK Department for International Development (DfID) (now UKAid) defines good governance by focusing on four major components: legitimacy (government should have the consent of the governed), accountability (ensuring transparency, being answerable for actions and media freedom), competence (effective policy-making, implementation and service delivery), and respect for the law and the protection of human rights.<sup>2</sup>

Most commonly, 'democratic governance' is understood as a set of values and 'governance processes' as a process of interactions among three sets of actors, from the state, civil society and the private sector. This implies governance based on fundamental and universally accepted principles, including participation/inclusiveness, accountability, transparency, the rule of law, the separation of powers, access, subsidiarity, equality and the freedom of the press.

The priorities in the 2013–17 Strategic Plan<sup>3</sup> included the promotion of the Commonwealth's political values through the CMAG, the Good Offices of the SG, support for elections and the promotion of the values of respect and understanding.

Like several other actors in the democracy sector, the Secretariat is focusing on institution building at the highest levels of government in member countries (with the clear exception of the Commonwealth Class Project, which targets school children). Concepts of and approaches to promoting democracy or democratic governance have evolved in the past two decades to include the needs of a range of actors at different levels, both governmental and non-governmental. Approaches have evolved from strengthening institutional approaches to improving political and policy-making processes (including elections) as well as increasing citizens' awareness and participation. The Secretariat could benefit from being more familiar with these developments and incorporating them into its thinking on effective strategies to promote democracy.

At the heart of any approach to promoting democratic governance, however, are the values and principles that underpin how government functions (or should function). These values are often expressed in national constitutions or legislation, and are also promoted through membership of regional or global bodies such as the Commonwealth and the United Nations (UN). It is important in the Secretariat's definition of democratic governance that the values of the Charter and related agreements be brought to the fore, not only in terms of what the values are but also in terms of what it means to implement them in a country context. How does government become more democratic? What does the concept of accountability mean for how governments function in member countries?

The main, although not exclusive, focus of the Secretariat's assistance is therefore on the *supply* side of democratic governance, that is, it supports governments in the provision of governance towards their citizens. Although not a problem in itself, good practice in the sector has demonstrated the need to realise outcomes on both the *demand side* (from citizens towards the state) and the *supply side* of governance. The Secretariat would not necessarily need to cover all of these aspects, as a well-designed intervention would take into account the range of actors at different levels, and through coordination would see that outcomes are achieved beyond senior government.

One staff member commented that 'During the period of the Strategy and up to the current day, there is "no shared concept of democracy and its priorities beyond the principles and values in the Charter"'.<sup>4</sup>

One representative of a member country commented that 'Democratic values are a priority – they are our values as the Commonwealth ... they are not coming across very clearly from the Commonwealth Secretariat'. Another stakeholder rightly pointed out that 'The process of democratisation for members of the Commonwealth is, for some, just beginning – whereas others may be many years ahead, but no one member country has arrived as such. We are all on a journey as work in progress.'

### 2.1.2 Gender

Gender equality and the rights of women are expressed priorities for the Secretariat, but, given its small staff complement, it is limited to raising awareness of such needs both internally and within member countries. There have been a number of important initiatives and publications, and there has been some important progress with regard to mainstreaming gender equality into the work of the organisation. Some initiatives focused on increasing political participation as a way of addressing gender issues in democracy programming, including gender-inclusive elections in Commonwealth Africa, case studies on political parties and women's political participation in Commonwealth Africa and on women, and a research report on political parties in five small states of the Commonwealth Caribbean. However, the majority of the Secretariat's interventions still do not take account of gender considerations, as evidenced by the fact that the majority of respondents interviewed stated that they saw no specific gender components in the interventions with which they were involved. This is at odds with the perception of 95 per cent of respondents in the online survey who believed that gender was mainstreamed in all the Secretariat's interventions.

There is a global requirement to articulate a consideration of gender equality only at the development stage of a project. Staff mention that this is was filled in as a matter of course and that there is rarely any feedback from management if it is left out in implementation. This again reinforces the need to link these priorities to management

decision-making so that only those projects that have gender (and youth) components, that aim to contribute to the high-level goals of the Strategic Plan and that promote linked-up working will be approved.

## 2.2 Effectiveness

The Strategic Plan July 2013/14–June 2016/17 had, as its framework, the following goals:

### Vision

To help create and sustain a Commonwealth that is mutually respectful, resilient, peaceful and prosperous and that cherishes equality, diversity and shared values.

### Mission

We support member governments, and partner with the broader Commonwealth family and others, to improve the well-being of all Commonwealth citizens and to advance their shared interests globally.

### Goals

Strong democracy, rule of law, promotion and protection of human rights and respect for diversity.

### Strategic outcome

Greater adherence to Commonwealth political values and principles.

Intermediate outcomes

1. CMAG is well-informed and supported to protect and promote Commonwealth values and principles.
2. Member countries engage with and benefit from strengthened Good Offices of the SG.
3. Member countries conduct fair, credible and inclusive elections.
4. Values of 'respect and understanding' are advanced.

### Values and principles (from the Commonwealth Charter, paragraphs 7, 8)

'Affirming the validity of and our commitment to the values and principles of the Commonwealth as defined and strengthened over the years including: the Singapore Declaration of Commonwealth

Principles, the Harare Commonwealth Declaration, the Langkawi Declaration on the Environment, the Millbrook Action Programme, the Latimer House Principles, the Aberdeen Agenda, the Trinidad and Tobago Affirmation of Commonwealth Values and Principles, the Munyonyo Statement on Respect and Understanding, the Lake Victoria Commonwealth Climate Change Action Plan, the Perth Declaration on Food Security Principles, and the Commonwealth Declaration on Investing in Young People.

Affirming our core Commonwealth principles of consensus and common action, mutual respect, inclusiveness, transparency, accountability, legitimacy, and responsiveness.'

## 2.2.1 Review of activities and results

Over 95% of respondents agreed with the statement that 'the Commonwealth Secretariat is effective at promoting democracy in our country'. Given the current structure of the Secretariat's Strategic Plan and the monitoring of results, it appears that the vast majority of results targets are

met, suggesting that the impact in most programme areas – including democracy – is strong. However, regrettably, the achievement of results as measured by intermediate indicators, does not address measure impact and does not therefore respond to the following questions: what are the results of the activities in member countries and how do the results contribute to improving democratic governance priorities in these countries?

The following tables are drawn from the Annual Results Review of 2016/17 and reflect the Secretariat's performance assessment of the intermediate outcomes. The evaluator's reflection follows each table and further analysis, good practice and lessons learned are found in the section on findings.

A review of this indicator is limited owing to the confidential nature of correspondence and information between CMAG and member countries. Therefore, the achievement of this indicator was not monitored.

## 1.1 – CMAG is well-informed and supported to protect and promote Commonwealth values and principles

Indicator	Baseline	MTR	June 2017	Strategic Plan target	Target status	Performance rating
Number of member countries engaged with CMAG under the enhanced mandate that respond positively to and implement CMAG's recommendations	3	0	0	N/A	Target N/A	Highly Satisfactory

**Rationale for performance rating:** Targets are not applicable to this area of work but CMAG meetings were supported by the Secretariat as required.

**Outputs/short-term outcomes:** In the first half of the year, CMAG considered the situation in the **Maldives**, maintaining a consistent approach of positive engagement. However, in October 2016, the Maldives withdrew from the Commonwealth despite support from the SG's Good Offices. Ahead of CMAG's 50th meeting in March 2017, members met the Prince of Wales at Clarence House.

**Risks/challenges/assumptions:** The nature of the CMAG and its mandate means that results in this work area are hard to measure, with the new Strategic Plan (from July 2017) expected to adopt improved monitoring processes to take into account results that are attributable to the Secretariat. Owing to the sensitive nature of CMAG work, there are also limitations to the level of detail that can be reported.

A review of this indicator is limited owing to the confidential nature of correspondence and information between the CMAG and member countries. Therefore, the achievement of this indicator was not monitored.

## 1.2 – Member countries engage with and benefit from strengthened Good Offices of the Secretary-General

Indicator	Baseline	MTR	June 2017	Strategic Plan target	Target status	Performance rating
Number of identified member countries engaged in Good Offices capacity that implement policy changes that reflect the advice from the SG and his/her envoys and advisors	2	1	5	N/A	Target N/A	Highly Satisfactory

**Rationale for performance rating:** Targets are not applicable to this area of work. Performance rated positively given evidence of fruitful engagements in three countries (**Lesotho, Ghana, Zambia**).

**Outputs/short-term outcomes:** The Good Offices continued to build on previous work, particularly in **Lesotho** and **Zambia**. Building on the Commonwealth's historical and long-standing support to Lesotho, following a period of political crisis, which culminated in snap elections in June 2017, the SG visited Lesotho where she advocated for the signing of a peace pledge by political parties ahead of the elections. The pre-election peace pledge was signed by all parties on 17 May 2017.

**Risks/challenges/assumptions:** One of the strengths of Good Offices is its quiet diplomacy, which can lead to challenges in reporting. In the next Strategic Plan cycle, the Secretariat will need to look more creatively at ways to report its results in this area. Owing to the sensitive nature of Good Offices work, there are also limitations to the level of detail that can be reported. The actual figures in terms of engagement and results are in reality higher than stated in the progress figure.

The monitoring of this indicator assumes that technical assistance met the main needs and has been implemented. This has not been systematically or regularly monitored.

## 1.3 – Member countries conduct fair, credible and inclusive elections

Indicator	Baseline	MTR	June 2017	Strategic Plan target	Target status	Performance rating
Number of member countries whose electoral framework has been strengthened to meet national, regional and Commonwealth standards	0	0	6	6	Target met	Highly Satisfactory

**Rationale for performance rating:** Solid performance of countries strengthening their electoral frameworks in line with targets was evident, including in three countries counted during 2016/17 – **Zambia**, **Nauru** and **Ghana** (supported to refine its voter engagement strategy).

**Outputs/short-term outcomes:** 38 elections have been monitored by Commonwealth Observer Groups (COGs) in the Strategic Plan period. Following the recommendations of the 2014 COG, the Electoral Office of **Dominica** requested technical assistance leading to the Secretariat reviewing electoral legislation, operational and IT capacity of the electoral office and the voter education process. Results are expected in the next Strategic Plan period.

**Risks/challenges/assumptions:** For the continued success of this programme, there must be political will within member countries to welcome observers, promote good governance and best practices, and reform as needed. Therefore, the need for continuous engagement with member countries throughout the spectrum of the electoral cycle is vital.

The monitoring of implementation of election observation recommendations remains a big challenge, which will hopefully improve with the implementation of the *Revised Guidelines for Elections Observances* and a 'whole electoral cycle' approach.

### 1.3 – Member countries conduct fair, credible and inclusive elections

Indicator	Baseline	MTR	June 2017	Strategic Plan target	Target status	Performance rating
Number of member countries where at least 10% of Commonwealth Observer Group recommendations are in the process of being implemented within 12 months of an election taking place	0	0	5	1	Target surpassed	Highly Satisfactory

**Rationale for performance rating:** Despite difficulties tracking this indicator within the stated 12-month time frame (largely as a result of lack of available resources), solid evidence of Independent Observer achievement in-country has been observed: (1) in countries where missions have returned to assess uptake of COG recommendations with funding from **Australia**, notably **Vanuatu** and **Nauru** and (2) where COG missions have returned to countries where elections have previously been observed and assessed the extent to which recommendations have been taken forward (**Seychelles**). Although this represents a small sample of the overall number of elections monitored, there is sufficient evidence to be indicative of wider take-up of COG recommendations.

**Outputs/short-term outcomes:** COGs reported on elections in six member countries (**Nauru, Zambia, Ghana, The Bahamas, Lesotho and Papua New Guinea**) in 2016/17, bringing the total to 38.

**Risks/challenges/assumptions:** For future Strategic Plans, measurable indicators that more accurately measure the Secretariat's impact within available budgets will be selected.

This indicator has limited value in seeing where the activity is effective and where it is not.

### 1.3 – Member countries conduct fair, credible and inclusive elections

Indicator	Baseline	MTR	June 2017	Strategic Plan target	Target status	Performance rating
Number of member countries adopting best practices and principles emerging from the CEN in enhancing their national electoral processes	0	-	6 in 2015/16	12	Target not met	Satisfactory

**Rationale for performance rating:** Progress was last measured in 2015/16. As the next CEN Biennial Conference had not been held at the time of writing, more up-to-date target status cannot be reported. Notwithstanding this, despite limited resources, positive engagement with the CEN has continued between the conferences (see indicator below).

**Outputs/short-term outcomes:** Building on the success of the 2016 Conference in Port of Spain, planning began for the 2018 Biennial Conference in Colombo, **Sri Lanka**.

**Risks/challenges/assumptions:** Financial cuts at the Secretariat have led to a limited capacity to engage with the CEN between conferences. This has been mitigated to a certain extent by the production and sharing of best-practice guides (see below), with feedback to be sought following the 2018 CEN conference.

There is an assumption that if Electoral Management Bodies indicate a positive take-up that there is impact, but this cannot be verified without monitoring.

### 1.3 – Member countries conduct fair, credible and inclusive elections

Indicator	Baseline	MTR	June 2017	Strategic Plan target	Target status	Performance rating
Number of national electoral management bodies that embed best practices and principles emerging from the CEN in enhancing their national electoral processes	0	–	20 in 2015/16	20	Target met	Highly Satisfactory

**Rationale for performance rating:** As above, progress was last measured in 2015/16 when survey responses of 39 Electoral Management Body representatives that form part of the CEN indicated positive take-up of CEN practices and principles in line with targets.

**Outputs/short-term outcomes:** In November 2015, the Secretariat and the CEN launched a series of electoral publications to assist member countries in delivering fair, credible and inclusive elections, which also document, define and promote good Commonwealth electoral practice. The Compendium of Commonwealth Good Practice on Election Management sets out, for the first time, the key features expected in all Commonwealth national Electoral Management Bodies.

**Risks/challenges/assumptions:** As above, financial cuts have limited ongoing CEN engagement, but this is mitigated to a certain extent by the development and sharing of electoral best practices. This indicator is self-reported through feedback by CEN representatives.

This indicator is not valuable for understanding if the outcome has been achieved, as the percentage of participants who indicate an improved understanding of global issues does not speak to how Commonwealth values and principles contribute to improving democratic governance.

### 1.4 – Values of 'respect and understanding' advanced

Indicator	Baseline	MTR	June 2017	Strategic Plan target	Target status	Performance rating
Percentage of student participants in Commonwealth Class Programme who report that learning about the Commonwealth has improved their understanding of global issues	63% (2014)		94%	75%	Target surpassed	Highly Satisfactory

**Rationale for performance rating:** Commonwealth Class Phase 2 concluded in June 2017, having been conducted in partnership with the British Council, which served as the delivery partner. Targets were met in line with the project's ambition to raise awareness of the Commonwealth and Commonwealth values among school-aged children. A total of 93% of teachers surveyed at the close of the programme felt that the Commonwealth Class resources helped to increase students' knowledge of the values of the Commonwealth. A total of 94% reported that their students had an increased understanding of global issues and 89% considered that the resources helped to encourage students to adopt the values of the Commonwealth. A total of 96% reported that their students enjoyed the lessons where Commonwealth Class resources or activities were used and 91% agreed that the resources highlight the positive contribution that the Commonwealth makes to the world.

**Outputs/short-term outcomes:** 37,716 schools were reached, well in excess of the 20,000 target.

**Risks/challenges/assumptions:** The final survey conducted by the British Council focused on teachers' perceptions of whether students improved their understanding of global issues, rather than asking students directly, as was done in the first survey at the end of Phase 1 (forming the baseline). The sample size for the final survey (139 teachers) was also small in comparison to the number of schools and students reached, and in comparison with the sample size of the survey at the end of Phase 1.

More generally, in reflecting on the data above, impact is very difficult to assess in the Secretariat's work because it has to be seen at a country level and the Secretariat does not have country offices. Figure 1 contains the summary of country-level actions. In addition, planning for impact is weak as (1) there are no broad problem analyses at a country level, (2) there is little follow-up or planned follow-up, (3) there are either no, or weak, links between global and regional meetings, with no post-event impact assessment, and (4) many staff still lack a focus on results (predominantly moving from activity to activity).

There are some notable exceptions in which a process and sustained approach was used, such as in the case of post-election follow-up work in Papua New Guinea, which has been ongoing and which led to the Prime Minister announcing a comprehensive electoral reform programme for the country in 2018. The Papua New Guinea Electoral Commissioner spoke highly of the Commonwealth's engagement and shared a copy of the planned reform programme.

When revising the Strategic Plan, there would be considerable merit in using the key values in the Charter as the yardstick by which to measure progress – to promote the principles of transparency, accountability, inclusiveness and responsiveness – and in requiring staff to compile success stories or good practices to gather and share evidence of impact from member countries.

One of the major factors influencing the effectiveness of interventions was the lack of follow-up and focus on results. In discussions many staff conceded that 'one off' or ad hoc responses were not effective and it was difficult to see their impact. Problems to be addressed were sometimes seen as a process – and there are good examples – but other times problems were simplified to justify interventions that were not sufficiently rooted in an analysis of the local context and the range of problems that need to be addressed.

Another challenge has been 'joined-up working'. It is common knowledge among staff that the Secretariat has been struggling with the lack of cooperation between various fields of work. This has been the case for many years and has been highlighted as a priority by the SG.

There has been progress at the top institutional levels in recent years (with joint meetings of

senior staff), but, as one senior staff member mentioned, 'much of the work has not been "joined up"'. Divisions were doing good work but in silos'. Another staff member mentioned that 'There has been little information sharing, mostly on an inter-personal basis, sometimes with staff working in a particular country but not being aware of the work of other colleagues in the same country.'

The activities undertaken during the period of the Strategic Plan are well set out in six-monthly progress reports in all periods except January–June 2016 when there was a break in corporate practices during restructuring.

## 2.2.2 Definition of mandate and prioritisation

The priorities for the Secretariat have been strengthening institutions and helping member governments at the most senior level when requests for assistance are made.

Requests from member countries may not be sufficiently complex or grounded in a broad problem analysis to be a reasonable basis for interventions. Interventions are more effective when a request is seen as the basis for discussion and agreement on the range of priorities and options as well as for analysis to establish a process to address democratic governance priorities.

The evaluation found that there are various and varied understandings of how the mandates of the Secretariat are implemented and what the guiding statutes that govern the Secretariat's interventions with member countries are. The incoming requests are required to be within the scope of the Strategic Plan but that scope is very broad and is not prioritised. Judging whether or not a request is in line with the Strategic Plan is a highly subjective decision for the individual directors/heads/ advisors. Some staff believe that the Secretariat's role is activated strictly by requests from member countries, as the Secretariat is demand driven. Other staff argued that there is a need for more facilitation and engagement with a range of issues and actors at a country level before a decision on how a demand is responded to is made. There were several bad, as well as good, examples of interventions identified in this evaluation and the conclusion is clear – a request from a member country cannot be sufficient for an intervention, as it is often not sufficiently complex and is insufficient as a basis for an intervention that yields impact.

The evaluation found that the assessments carried out in response to requests did not sufficiently analyse the local context and were mostly technical in nature. The assessments reviewed did not analyse a problem in context, did not identify a range of actions and actors, which would be required for the intervention to have impact, and did not set sufficient follow-up or monitoring systems to assess if outcomes or impact were achieved.

Secretariat interventions should be based on an analysis of the problem in context, should include different actors at different levels and can best be seen as a process of discussion and agreement between the Secretariat and member countries to jointly identify a set of actions – both a development and a political process to improve democratic governance. This is an important point. The democratic governance programmes that the Secretariat provides to help member countries to address their needs are complex. The problems – in a country context – are often political in nature and need to be addressed by a number of actors at different levels. Therefore, responding to a request for a simple action – such as technical support or training – is often not sufficient to see meaningful impact. In cases in which a request is seen as an opportunity for engagement – that is where the Secretariat facilitates a broad analysis of the problem in context and identifies a range of needs – a set of priorities can be jointly agreed.

One staff member expressed the opinion that 'we are both a mandate driven organisation as well as a demand driven organisation'. In particular, with regard to the programme side of the Secretariat's democracy work, the emphasis for many has been the demand aspect of prioritisation.

It is true (as some staff argued) that the Secretariat is a membership organisation, with the SG being accountable to the membership through its various governance structures. The biennial CHOGM is important, as is the Commonwealth Charter, and also key is the Secretariat's strategy, which sets out its goals for democratic governance. The Secretariat's strategy is key to management decision-making. Priority should be given to interventions and activities that support the achievement of higher-level goals (results and impact). Currently, this alignment between strategic and managerial decision-making is not sufficient to enable the more strategic and effectiveness-related aspects of the Secretariat's work to be

managed. Staff spoke of differing approaches with managers but, on the whole, they said that they were often not managed in terms of strategy, but rather on the basis of budget availability.

One senior staff member conceded that 'Decisions based on technical reasons without sufficient political analysis have been made and we can see they are not well rooted in the local context and it is hard to see impact.' The Secretariat needs to be pro-active in offering support as a broker, a bridge builder and a problem solver before a crisis occurs. The Secretariat should respect the sovereign right for a member country to say 'no, we don't want you' but should not be too reticent about offering a perspective.

A stakeholder suggested that 'The Commonwealth Secretariat needs to be "on the ground" in priority countries with substantial democratic governance challenges and regularly and constantly networking, even beyond government. They should not wait for crisis before acting.'

Some staff suggested that requests need to be considered in context to see the range of priorities that need to be addressed – not just the specific request in question. As an example of good practice, in 2017 Sierra Leone requested technical assistance. Two Secretariat staff went to meet with a range of actors to better understand the request and the specific needs at different levels. This led to a better understanding and a better intervention design.

Another example of good practice was seen in Vanuatu. The government requested the Secretariat's assistance to observe an election but the main problem was political instability and 'crossing the floor' motions of no confidence. After broad consultation it became evident that the main need was for constitutional review and political reform. The Secretariat engaged all actors and facilitated a domestic participatory review process that also increased the participation of women and youth and developed a plan for civic education.

### 2.2.3 Scope and depth of interventions

The Secretariat's Democracy Programme was, and still is, taking place alongside the initiatives of other actors (such as the UNDP and the European Union (EU)). There are examples of the Secretariat's interventions being well coordinated with international and local actors (with even local Memoranda of Understanding or cooperation

agreements), but there are also examples of interventions being less grounded in local actions. The Secretariat needs to be cognisant of and continue to be actively engaged with key actors such as the UNDP, the EU and others at a country level beyond international fora. This can best be achieved with better problem analysis in context, including a mapping of (governmental and non-governmental) actors and regular contact and follow-up.

This evaluation included extensive discussions with staff, representatives of member countries and stakeholders on the most desirable scope and depth of the Secretariat's work. There was consensus that the Secretariat needs to analyse its broad environment better, in terms of not only political analysis, but also problem analysis, and to *complement* not *compete* with other actors, as many have distinct advantages over the Secretariat, particularly in terms of having country offices and more funding. In any given situation, the Secretariat has disadvantages and advantages (being global, having access to good practice and a strong track record of cooperation).

As one stakeholder commented, 'The Commonwealth Secretariat has limited funding and should be clear about what its niche is and focus on that – not duplicate the roles of others.'

Currently, as mentioned above in prioritisation, there are too many scattered and responsive activities. The Secretariat should reconsider its roles, based on a better analysis of actors at country levels, and limit them to avoid trying to be operational in too many areas. A better focus would be to concentrate on the *facilitating, convening and catalytic role* of the Secretariat. Priority could better be placed on identifying member countries that have greatest democratic governance needs and engaging and following up regularly in a facilitated process to support the sharing of good practice and improving democratic governance.

One stakeholder commented that 'There is no staying power, there is not continuous engagement – they are not reaching out. They are efficient with organising meetings but they do not follow up in between.' Another commented that 'There has not been enough follow-up. A few people have benefited from training, but there is no plan to multiply it back in the country.'

Finally, there is a clear need, and support among member countries, for the roles that the Secretariat can play, particularly as regards Good Offices in promoting conflict prevention and peacebuilding. A total of 95 per cent of stakeholders who responded to the questionnaire strongly agreed or agreed with the statement that the Secretariat is well positioned to promote peacebuilding and conflict prevention in its work.

## 2.2.4 Linking election observation and democratic governance

Election observation has long been a primary Secretariat service to member countries in pursuit of improving democratic governance. While elections are an important aspect of democracy, there is a danger of over-emphasising them to the detriment of other areas of democratic governance with clear needs for improvement. Ultimately, as funding support decreases, the Secretariat is not/will not be able to observe every election so it will need to 'say no' – particularly where there is little evidence of improvement after previous observations. Each and every case must be decided on the merits of action and the extent to which it will contribute to the Secretariat's strategy.

One stakeholder remarked that 'Often elections are seen as the main part of democracy but that is not democracy. We need to be clearer about what is it we are trying to achieve and make this clearer'.

A staff member commented that 'Elections are key as if an election does not have broad legitimacy then consequently the incumbent government will lack legitimacy. Staff are aware of the limitations of elections in the context of improving democratic governance. Elections are a means to an end, not an end in itself.'

However, another commented that 'It is not possible to take an election as the only milestone and indicator of democracy. We should focus on actually how democratic are we? We must inculcate the democratic principles and values in the functioning of government.'

Another staff member noted that 'Many of the Commonwealth Observation Groups reports were saying the same thing.' This was pointed out by one staff member who commented on the similarity in recommendations made following successive election observations.

Another staff member asked the question: 'Observation is seen as the flagship of the Commonwealth Secretariat. The key question is how can we improve it? We should not get stuck on dogma but rather see how it can be improved.'

The two main limitations to election observation currently are:

1. follow-up and monitoring to encourage implementation of recommendations
2. the need to scan the democratic governance environment during an election observation and make recommendations at different levels and not only with regard to the Election Management Bodies (which is currently the case in many of the COG reports).

The first limitation has to a great extent been addressed in policy with the Revised Commonwealth Guidelines for the Conduct of Election Observation in member countries, adopted by member countries at CHOGM 2018. However, the Secretariat will forever be limited in its ability to make positive change in that the responsibility for implementation of COG recommendations, indeed in all democratic governance improvements, lies with member countries. This need to work in areas where levels of political will vary will not go away in the foreseeable future and is in fact part of the 'landscape of change' in its implicit theory of change. Indeed, countries with low political will are a priority for the Secretariat in terms of democratic governance in case they become a risk and embarrassment to the Commonwealth and the values it promotes.

The second limitation relates to the need for a democratic governance scan as an entry point for democratic governance more broadly. The idea received broad support from member country representatives and stakeholders. The need for a better link between election observation and democratic governance is clear and necessary to avoid situations in which an election is being observed and serious democracy problems are required, but 'off the radar'. In one example, an election was observed in one member country where serious human rights violations were being perpetrated. These violations were reported in the media and there was public awareness of them, but the observation group decided that it was a matter outside the scope of their work as it was beyond the election.

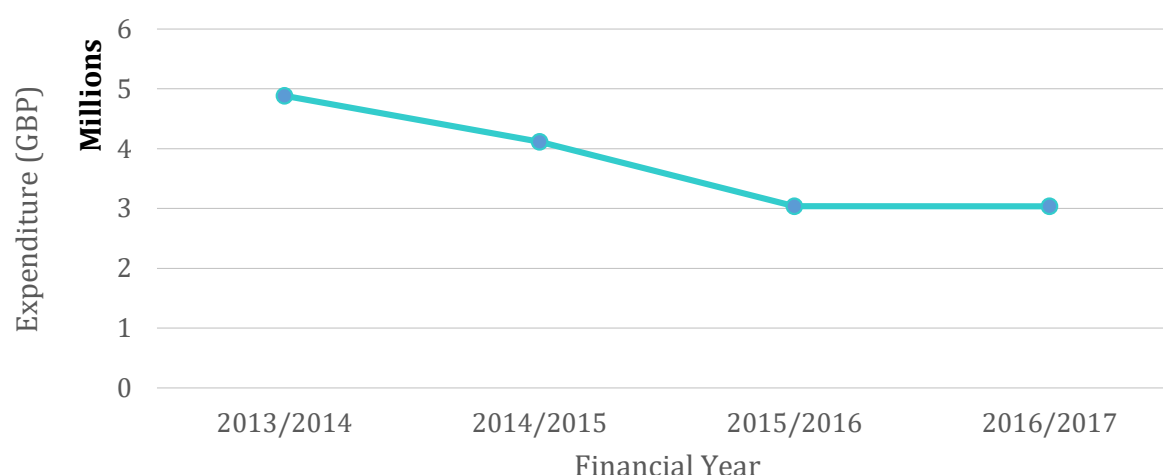
One respondent commented in light of this that 'We need to develop the link between election observation as an entry point and a democratic governance scan would be an important contribution. We need to link the different sectors of the work and to use the elections as an entry point. A simple scan of the whole field of democratic governance at the time of an election is a good idea.' Simplified governance scans are used by organisations such as the International Institute for Democracy and Electoral Assistance (International IDEA; see <https://www.idea.int/about-us>). A multiskilled COG team would be well placed to facilitate such a scan, with prior support from political affairs staff in the Secretariat.

Another important finding is that many COG reports have focused on relatively minor matters relating to the organisation and management of elections, and recommendations have generally targeted the Electoral Management Bodies (although some recommendations target and are presented to higher bodies such as the head of state or the legislature). There is an important limitation here, as, for the most part, Election Management Bodies are appointed by the Executive and often their budgets cover only the organisation of the election and are cut soon after. This leaves them at times unable to implement the election reforms recommended in an observation mission report. Therefore, the recommendations in an election observation should be aimed at a range of key governmental actors, including the President/Prime Minister's office, parliament and other bodies as far as they can influence the implementation of recommendations.

The Secretariat has in recent years been more proactive and has grasped a number of opportunities to address broader needs at times of elections. One example of this was in Lesotho, where there was a threat of violence in 2017. The political parties and other main actors were supported by the Secretariat to make 'peace pledges' and commit to respecting the outcome of the election. In Sierra Leone, an observation mission was transformed into a Good Offices mediation mission when a dispute arose around the outcome of the election in 2018.

The revised Election Observations Guidelines encourage member countries to commit to establishing multistakeholder bodies to oversee the implementation of COG recommendations.

**Figure 2. Expenditure on the Democracy Programme pillar across the Strategic Plan period**



In Papua New Guinea, for example, the Election Commission with the help of the Commonwealth Secretariat, developed an Electoral Reform Plan based on the recommendations from an election observation mission report. A follow-up was planned for three months after the election to meet with key institutions to discuss the implementation of recommendations. This led to a three-way cooperation between the Secretariat, the Electoral Commission and a development partner, and the development of a strategy plan for the implementation of electoral reforms.

One senior staff member acknowledged the issue: 'We are currently looking at how we can support the implementation of recommendations. The recommendations are for Election Management Bodies and they have limited ability to have broader effect. Ideas for following up three or six months after an election include hosting a multi-stakeholder meeting to discuss which recommendations can be implemented.'

## 2.3 Efficiency

On the whole, the Secretariat's Democracy Programme was implemented efficiently and on time. There are apparently opportunities to cut overhead and operational costs in the Secretariat as a whole, but as this relates to the global budget it is beyond the scope of this Democracy Programme evaluation. In particular, the use of consultants can be seen to be cost efficient as they can be recruited and deployed at market rates and can be considerably cheaper than staff costs for comparable work.

Just 65% of survey respondents agreed that 'money is well-spent in the Commonwealth Secretariat. They are efficient'. This is significant compared with much higher shares that agreed with other statements. The commentary on this question pointed to a general lack of knowledge on how much the Secretariat spends and how it manages such spending. This may imply a need for greater transparency.

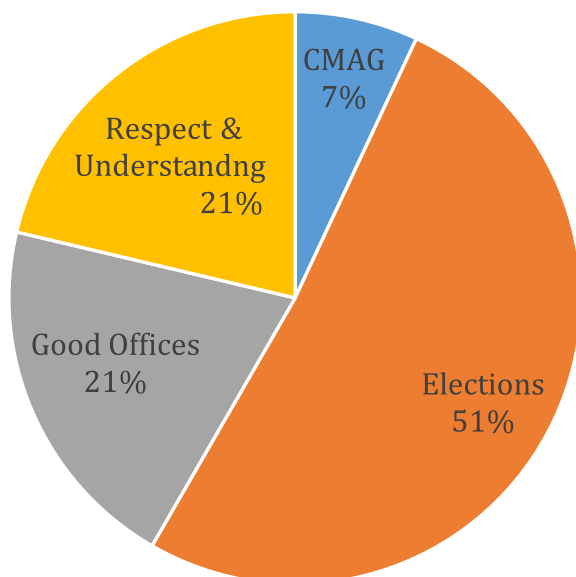
Figure 2 shows the decline in funding for the Democracy Programme over the period of the Strategic Plan.

Figure 3 gives a breakdown of funding per outcome area while Figure 4 shows the share of, and trend in, spending across the four outcomes.

Figure 4 illustrates spending during the period of the Strategic Plan and shows that just over half of all funding for the Democracy Programme was allocated to the observation of elections. When defining the priorities for democratic governance, there is an opportunity to consider reprioritising other aspects of democratic governance in terms of capacity, political processes and participation, respect for human rights, the rule of law and anti-corruption, and the promotion of shared values. From this evaluation, the values and principles should be emphasised more strongly in all the work that the Secretariat does as this defines the kind of results needed for the promotion of democracy.

With regard to the management of staff resources, one of the main discussions arising during the evaluation was whether strategic priorities are something that staff can choose to prioritise or

**Figure 3. Overall split of spending on outcomes across the Strategic Plan period**



whether these are an essential requirement of their work. The current situation seems to indicate that decision-making is an individual responsibility and that staff are not currently sufficiently managed or rewarded for their achievements.

One member of staff noted: 'Whether or not a results orientation is applied, or other matters in the strategy, depends on the interest of a staff member but is not a management requirement. There is a performance management system, but it is not used well.'

Another staff member commented that 'There have been collaborative systems put in place at the higher levels, but in directorates the collaborative approach is not working so well. The collaborative approach that the SG is seeking is taking time.'

Another asked: 'How well is the vision of the Secretary-General understood among staff? More importantly, how is the achievement of this vision managed by line management? Are behaviours modelled, and if so by whom? This needs to be supported through the management structure of the Commonwealth Secretariat making management decisions that contribute to the vision and strategy and stopping allowing ineffective activities.'

Another senior staff member explained that 'We are introducing a new performance management system now in 2018. Staff will have conjoined

targets. This will involve whole country analysis and priorities based on analysis and consultation with member countries.'

Another staff member expressed the view that it was more fundamental, and affected recruitment, to ensure that the right orientation of staff is developed: 'It is an attitude and character challenge for the kind of staff that the Commonwealth Secretariat recruits and how staff performance is managed and rewarded. It is more than numbers or ticking boxes, it is a culture and attitude which needs to be nurtured and allowed to grow.'

Staff individual work plans should be updated annually and linked to performance appraisals so that roles and responsibilities become real and linked to the strategic priorities and vision of the SG.

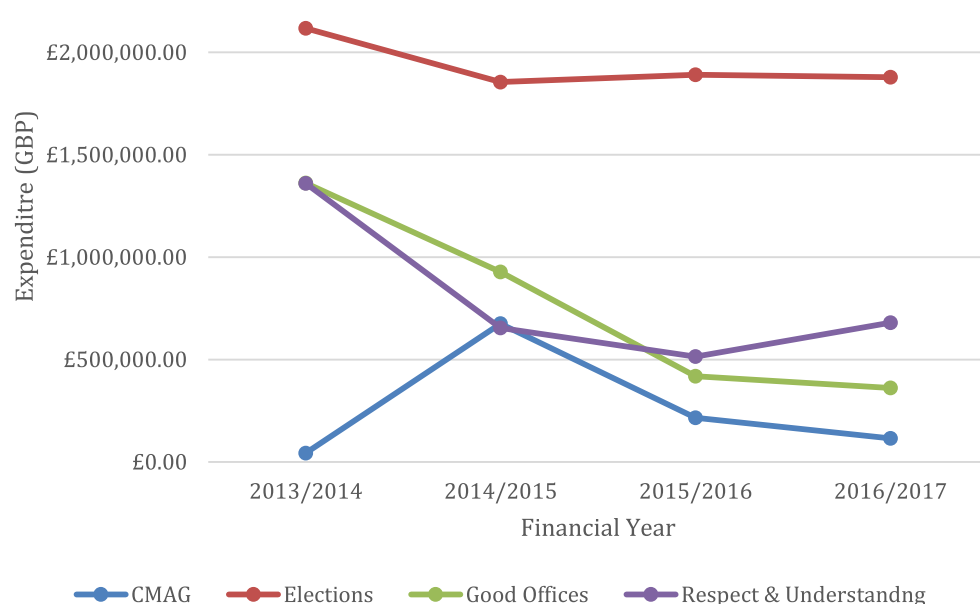
## 2.4 Impact

The Secretariat has made many and varied contributions to promoting democracy in member countries. Results can be seen particularly where there has been sustained and regular engagement with member countries. An assessment of improvements in democratic governance could not be evidenced given the resources and data available in this study. More so given the level and scale of the Secretariat's interventions, any effort to prove contribution would be methodologically difficult. To whom can improvements in democratic governance be attributed, given the significant political, economic and social influences (such as a change of government or decline in an economy) and in light of the often small project-type contributions of the Secretariat?

The following examples also illustrate the difficulty of trying to assess impact over a short time frame.

1. In one member country, a request for a commercial court was made and support was provided. At the end of the project a commercial court was staffed by two Judges and was functioning. Five years later the court was not functioning owing to the performance challenges that all courts were experiencing.
2. In another member country, support was requested and provided for an extensive dialogue among Members of Parliament that identified a number of important reforms. These reforms were not implemented owing to a change of government after the project was closed.<sup>5</sup>

**Figure 4. Trends in Share of Expenditure on Outcomes across Strategic Plan Period**



Finally, but importantly, the sole responsibility for implementing proposed reforms initiated by the Secretariat lies with the member countries. There have been several examples of sustained engagement and investment by the Secretariat that have not led to any change in the democratic governance of member countries owing to the national political situation. A clear example would be the decision by the Maldives to withdraw its membership of the Commonwealth, despite the sustained engagement and investment of the Secretariat.

An example of a sustained approach can be seen in the SG's Good Offices engagement that led to a CMAG Ministerial Mission. This resulted in a technical support activity to help set up an Independent Electoral Commission and the deployment of a COG. This is a good example of how the Secretariat deployed all the political tools available in a sustained way to secure the trust and acceptance of the government in question to enable the Commonwealth to provide support and reduce the political tension on the ground.

The priorities for a clearer and more demonstrable impact on democratic governance are a sustained approach, a better analysis of the problem in question at national level and cooperation with a range of actors locally, as well as a focus on results and better implementation of the Strategic Plan through effective management decision-making and the linking of staff performance to strategic priorities.

## 2.5 Sustainability

On the whole, there has been little consideration given to the sustainability of interventions, and, in many cases, no evidence can be seen to suggest that there was consideration of options to increase the sustainability of an intervention by working with local actors or linking with other organisations that could continue support after the Secretariat has withdrawn. The role and responsibility of national governments in working with the Secretariat to ensure the sustainability of its democracy work is key here.

One respondent stated that 'There was little consideration for sustainability, but there is a need for this work to continue but the donor stopped funding and we had no contingency plans.'

In some specific cases options to integrate interventions into member country policy and practice were explored, as in the case of Nauru (e.g. the post-election deployment of an expert and running of a workshop) and the Solomon Islands, where reforms outlined by the COG report were taken up by a bilateral programme funded by Australia.

The lack of physical presence at the national or regional level presents a challenge to sustaining the Secretariat's interventions but regular follow-up and sustained engagement had the most positive results. There are examples of good cooperation between the Secretariat and other Commonwealth institutions, as well as more general institutions, but this can be better structured and better encouraged and managed as an important aspect of good practice.

*'By learning from the experiences of other jurisdictions, we were able to talk with authority about campaign financing and convince colleagues and those entrusted and authorised to make the law,' Mr Hussun said. 'We could give reassurance that the law as drafted would not in any way restrict the democratic process and actually went a long way to creating a level playing field by removing the influence of excessive use of funds and illegal funds, ensuring disclosure and setting limits on money spent during a campaign.'*

### **Report on Kenya's passage of the landmark Election Campaign Financing Act in 2013**

Projects using extra-budgetary resources (EBRs) are particularly challenging in terms of sustainability, although there are discussions under way to improve these. Some staff argued that EBRs are valuable for the Secretariat's work as they are able to develop interventions that otherwise would not be funded. There was a concern expressed by many interviewed about how priorities are decided. One stakeholder was concerned and explained that 'EBRs are unhelpful as they distort the direction of travel of the Commonwealth Secretariat. It allows those burdened with money the opportunity for ABCs (Australia, Britain, Canada) to present their policy priorities rather than those of the Commonwealth Secretariat.'

Another stakeholder said that 'Increasingly, big donors are seen to want to fund directly EBR projects. This can be seen to influence the kinds of work and where it is focused. There is also a danger of 'stand-alone projects' that lack overall impact.'

A staff member commented that 'EBRs must fit the strategic framework and direction of the Commonwealth Secretariat. It should not be an add-on – it should either be integrated fully or not at all.'

Overall, there is concern that the Commonwealth Secretariat is increasingly donor driven with declining incentives to solidly identify problems (programmatically and politically) and their long-term solutions.

## **2.6 Added value**

The main added value of the Secretariat's work in the context of other actors lies in its trusted position and reach, as well as its access to experience and expertise in similar contexts. The Secretariat could build on these strengths to develop what it is able to offer and demonstrate the value of its work. It is precisely this facilitating, convening, catalytic, information-sharing role that comes to the fore here as a basis for addressing real problems in context.

At present, information flow is not structured or well organised. Because of the sensitivity of information, and the fact that often relationships are based on trust, there is little nuance to discussions about different approaches to democracy in different member countries. This limits the Secretariat in its search for relevance. Leadership in the Secretariat could start by providing more direction in terms of the focus on results and the linked up way of working that are required for the promotion of democratic governance, based on the values and principles in the Charter.

A total of 95 per cent of respondents in the online survey believed that the Secretariat is very knowledgeable about its work. An experienced stakeholder agreed: 'Not only does the Commonwealth Secretariat have a lot of experience, but they have specific regional expertise and knowledge which they bring. This could be better captured by the Commonwealth Secretariat in analysis of best practice and sharing lessons learned through documents or film.'

Another mentioned that 'The Commonwealth Secretariat has a lot of information but the accessibility of the information needs to improve.'

There is movement in this direction to promote Commonwealth values more purposefully, for example through a CHOGM mandate from 2018, and increased funding for the promotion of the Latimer House Principles in the 2018/19 budget.

### 3. Lessons Learned

During the evaluation, the following lessons were shared:

There is a clear need and demand for the improvement of democratic governance among member countries. The Secretariat must improve its problem analysis in the local context, including in the mapping of actors and identifying democratic governance needs through a broad assessment.

Secretariat staff are, on the whole, highly competent and professional but not all are focused on results. The requirements of the Strategic Plan and the vision of the SG for 'joined-up working' should be better linked to line management and management decision-making and not left to individual initiative.

A request for assistance from a member country is not always sufficiently sophisticated to develop an intervention with a meaningful impact. Further broad analysis of democratic governance needs, and the different actors to be engaged, is required to ensure the reasonable design of any interventions.

The Secretariat has tended to be responsive but needs to be more proactive, on the basis of good analysis and prioritisation. Democratic governance problems need to be identified and addressed with member countries before there is a crisis. With better analysis, problems can be addressed in a deeper, more substantial and more sustainable way than currently occurs via simple responses to requests. Of course, some Commonwealth member countries are reluctant for outside engagement in their political governance processes and this creates limitations to the extent of support and influence that the Secretariat can provide.

The concept of democratic governance goes beyond improving a government's capacity to deliver it (supply) but also includes political processes and decision-making/participation, respect for the rule of law and human rights and the placement of values at the 'front and centre'.

The desired results will not be achieved with the culmination of many disparate activities. The results that the Secretariat wants to achieve with regard to democratic governance should be clearer and staff should be managed and rewarded to achieve them.

## 4. Recommendations

Based on the above findings, the following recommendations are suggested:

For the SG and leading staff –

1. Clarify the Secretariat concepts for democracy and popularise the principles and values in the Charter with an awareness-raising campaign aimed at adults (posters, radio, inclusion in all activities) to clarify and promote an understanding of the meaning of terms such as transparency, inclusive and accountable government.  
  
This should be based on the findings of the evaluation relating to the need to clarify the Secretariat's role in promoting democracy as well as its mandate and prioritisation.
2. Consider the overall spend in the promotion of democratic governance and adjust budgets to reflect the importance of different priorities, including the promotion of the values in the Charter. This may involve a reduction in the budgetary share that the observation of elections is currently allocated.  
  
This should be based on the range of priorities identified in this evaluation.
3. Consider improving the value of election observations as an assessment and entry point by building on the Revised Guidelines on the Conduct of Election Observations and using a process approach to strengthen the link with democratic governance by including democratic governance scans before or during electoral cycle observation missions. The scan will not rank or aim to confront member countries, but, in the same spirit in which observation is conducted, will raise concerns broader than the elections when the report is produced.  
  
This should be based on the need to improve the 'entry point' value of election observation and address democratic governance priorities more generally.
4. With election observation reports, consider making recommendations at different levels to different actors, including the executive, parliament and other bodies, as Election

Management Bodies often do not have the influence or budget to reform without support from senior government officials.

This should be based on the need to improve the 'entry point' value of election observation and address democratic governance priorities more generally.

5. The Secretariat should consider its roles in light of decreasing funding and the roles of other organisations in this field and perhaps avoid trying to be operational with implementation (even with technical Commonwealth Fund for Technical Co-operation funds), focusing instead on a facilitating, convening, information-sharing and catalytic role (which does not exclude technical support but relates more to how it is used).  
  
This should be based on the findings on added value and priorities in light of other actors.
6. Consider management roles and the inclusion of strategic and country priorities in staff work plans, linking management decision-making with a focus on results and strategic priorities, supported by performance management and reward incentives.
7. This should be based on the need for improved management coherence linked to strategic priorities.
8. Include in all staff work plans the requirement to produce short 'success stories', examples of good practice or lessons learned pieces, perhaps quarterly or six monthly, to show results and impact of the Secretariat's work on real democratic governance problems in a country context.  
  
This should be based on the findings for the need to improve analysis of problems and actors locally.
9. Either those assigned responsibility for ensuring implementation of the Strategic Plan in the Secretariat need to be given the authority to make management decisions or those making management decisions should do so with the strategic priorities aligned.

In other words, the implementation of the Strategic Plan and the SG's vision should not be left to individual initiative but should be a requirement for which all staff are managed and rewarded.

This should be based on the need for improved management coherence and a focus on results.

10. The conflict prevention and peacebuilding role of the Secretariat needs definition and budget to build the capacity of staff and member countries to analyse local conflicts and apply good practice.

This should be based on findings relating to the needs of and support from member countries and other stakeholders.

11. Ensure good cooperation with both other Commonwealth organisations and local and regional actors and encourage and reward this as an important good practice.

This should be based on the finding on the need to improve structured cooperation with other Commonwealth institutions and more broadly.

For member countries of the Commonwealth –

12. Ensure that the Secretariat has the necessary levels of funding, expertise and autonomy to monitor and show results at a country level and make meaningful contributions to the democratic values set out in the Commonwealth Charter.

# Annex 1

## Terms of reference



### Evaluation of the Commonwealth Secretariat's Democracy Programme 2013/14 - 2016/17

#### TERMS OF REFERENCE

##### 1. INTRODUCTION AND CONTEXT

The Commonwealth is a voluntary association of independent and equal sovereign states. Its special strength lies in the combination of its diversity and shared inheritance. Its members are bound together by respect for all states and peoples; by shared values and principles; and by concern for the vulnerable. The Commonwealth Secretariat in London is the backbone of the Commonwealth. It convenes summits and high-level meetings; executes plans agreed by the Commonwealth Heads of Government; promotes Commonwealth values and principles; and facilitates the work of the Commonwealth organisations.

The Commonwealth Charter recognises democracy as 'the inalienable right of individuals to participate in democratic processes, in particular through free and fair elections in shaping the society in which they live. Governments, political parties and civil society are responsible for upholding and promoting democratic culture and practices and are accountable to the public in this regard. Parliaments and representative local governments and other forms of local governance are essential elements in the exercise of democratic governance. We support the role of the Commonwealth Ministerial Action Group to address promptly and effectively all instances of serious or persistent violations of Commonwealth values without any fear or favour'.

The Strategic Plan 2013/14-2016/17 (Plan) marked the beginning of a new chapter for the Secretariat. The Plan was prepared in light of the guidance from the Heads of Government, EPG recommendations, as well as the Secretary-General's consultations with the Board of Governors, senior management and staff of the Secretariat, and input from other Commonwealth organisations.

The Plan had six core areas of strategic focus that included: Democracy - greater adherence to Commonwealth political values and principles; Public institutions - more effective, efficient and equitable public governance; Social Development - enhanced positive impact of social development; Youth - youth more integrated and valued in political and development processes; Development: Pan-Commonwealth - more inclusive economic growth and social and sustainable development; and Development: small states and vulnerable states - strengthened resilience of small states and vulnerable states.

In the area of Democracy, the focus of the Commonwealth Secretariat is 'Greater adherence to Commonwealth political values and principles'. To contribute to this desired strategic outcome, the Secretariat's programme of delivery was focussed on four key intermediate outcomes that included:

- Commonwealth Ministerial Action Group (CMAG) is well-informed and supported to protect and promote Commonwealth values and principles

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- Member states engage with and benefit from strengthened Good Offices of the Secretary-General;
- Member states conduct fair, credible and inclusive elections
- Values of 'respect and understanding' advanced

## 2. PURPOSE AND SCOPE OF ASSIGNMENT

The Strategy, Portfolio and Partnerships Division (SPPD) is commissioning an independent evaluation of the Commonwealth Secretariat's support in Democracy 2013/14 - 2016/17. The purpose of this evaluation is to assess the relevance, efficiency, effectiveness, impact and sustainability of the support provided by the Secretariat in meeting the needs of its member states.

The study will cover four-year period of the strategic plan 2013/14 - 2016/17. The evaluation will provide an independent opinion on the design, performance and results of the programme. It will also make recommendations from both the strategic and operational perspectives to optimise the utilisation of resources in achieving sustainable impact. Specifically, the evaluation will:

- Review the extent to which the Secretariat support in democracy was relevant to the needs of member countries, and consistent with intermediate outcomes of the Strategic Plan;
- Assess the extent to which Commonwealth member states may have benefited from the Secretariat's work and tangible outcomes realised;
- Assess the design and strategies used in the delivery of the programme, including rights based perspectives and suggest improvements, if necessary;
- Assess the extent of gender mainstreaming enabled and realised in democracy work;
- Review the operational aspects of the programme delivery from economic, efficiency, effectiveness and equity perspectives to provide recommendations for improvement;
- Identify issues, challenges and lessons learned and make recommendations both strategic and operational.

## 3. METHODOLOGY

The Consultant will include the following key steps in the conduct of the evaluation for information collection, analysis and report writing during the study.

- Review of all pertinent records and data related to the democracy work of the Secretariat, including the earlier reviews;
- Interview relevant Secretariat staff directly engaged in the delivery and others whose work impact on the delivery of the Commonwealth Democracy Programme;
- Interview selected stakeholders- governments, programme partners, collaborating institutions, and consultants- through field visits and electronically/ telephonically;

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- Undertake any additional activities, as may be agreed with SPPD, in order to enable the proper execution of the Review.

#### **4. DELIVERABLES**

The evaluation will provide the following deliverables to the Secretariat:

- Inception Report with the evaluation framework, work plan and methodology;
- Draft Evaluation Report (following the interviews, survey and field work);
- A dissemination seminar/ presentation on the evaluation findings and recommendations;
- Final Evaluation Report, incorporating all feedback/ comments received on the draft report and during the dissemination seminar.

The deliverables must be submitted to SPPD electronically as a Microsoft Word document. The inception report is due within two weeks after the initial meetings with the Secretariat staff and the review of literature. The draft evaluation report is to be submitted within two weeks of completion of the survey and field visits. Following the presentation of the evaluation findings at a seminar at the Secretariat and receipt of feedback comments from the Secretariat and other stakeholders on the draft report, the consultant(s) is/are expected to submit a revised final evaluation report. The draft (and final) evaluation reports must be no more than 100 pages, excluding all annexes. The copyright of the Evaluation Report shall belong to the Commonwealth Secretariat.

#### **5. SCHEDULE AND LEVEL OF EFFORT**

The study is planned to commence in spring 2018. It is estimate that 60 consultant days will be needed to complete the study, including agreed fieldwork. Travel and DSA expenses related to country field visits for validation of findings and documentation of country case studies will be covered separately as per Secretariat's Travel Policy for external consultants. The consultant(s) will work in close collaboration with SPPD.

#### **6. LOCATION**

The consultant(s) will need to travel to:

- The Commonwealth Secretariat office in London, UK for initial meetings and interviews with Secretariat staff and for presentation and discussion of the draft reports and recommendations.
- Country field visits, as agreed with the Secretariat, for documentation of country case studies and validation of findings.

Any other relevant work is to be undertaken at the consultant(s)' normal place of work and there is no provision for any other travel.

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## 7. CONSULTANCY REQUIREMENTS

The consultant(s)/ consultancy team should demonstrate the following:

- Substantive knowledge and experience in undertaking reviews, evaluations and critical research;
- Knowledge and experience of democracy work and programming matters especially in the field of international relations, conflict prevention and resolution, diplomatic relations, electoral processes as well as challenges and issues of the measuring progress in democracy work;
- Ability to handle and analyse big datasets, and conducting multi country reviews and multi-million pound projects;
- Excellent communication skills, both spoken and written English, including experience in the production of clear and concise reports for international/inter-governmental institutions, and delivery of messages to a diversified audience;
- Good understanding of the work of multilateral organisations, foreign and diplomatic institutions and how they relate with member states, especially the Commonwealth; and,
- Familiarity with Sustainable Development Goals and the international governance architecture.

# Annex 2

Goals					
<ul style="list-style-type: none"><li>Strong democracy, rule of law, promotion and protection of human rights and respect for diversity</li><li>Inclusive growth and sustainable development</li><li>A well-connected and networked Commonwealth</li></ul>					
Programme outcomes					
	Democracy	Public institutions	Social development	Youth	Development: pan-Commonwealth
Strategic outcomes	1. Greater adherence to Commonwealth political values and principles	2. More effective, efficient and equitable public governance	3. Enhanced positive impact of social development	4. Youth more integrated and valued in political and development processes	5. More inclusive economic growth and sustainable development
Intermediate outcomes	1.1 CMAG is well-informed and supported to protect and promote Commonwealth values and principles 1.2 Member countries engage with and benefit from strengthened Good Offices of the SG 1.3 Member countries conduct fair, credible and inclusive elections 1.4 Values of 'respect and understanding' are advanced	2.1 Effective institutions and mechanisms for the promotion and protection of human rights 2.2 Improved and constructive engagement of member countries in the UN's Universal Periodic Review process through technical assistance 2.3 Effective mechanisms ensuring the autonomous and harmonious operation of the three branches of government 2.4 National institutions effectively facilitating the administration and delivery of the rule of law and justice 2.5 Enhanced judicial independence in member countries 2.6 Improved public administration	3.1 Strengthened national frameworks and policies improve health outcomes 3.2 Strengthened national policies and frameworks improve education outcomes 3.3 Gender equality and the empowerment of women effectively mainstreamed into member countries' policies, frameworks and programmes and Secretariat's projects 3.4 Improved capacity building for social development	4.1 National and pan-Commonwealth frameworks advance social, political and economic empowerment of young people 4.2 Young people empowered and supported to participate meaningfully and to take forward youth-led initiatives	5.1 Effective policy mechanisms for integration and participation in the global trading system 5.2 Commonwealth principles and values advanced in global development and financing decisions (e.g. G20 and post-2015 Millennium Development Goals framework) 5.3 National frameworks facilitate effective debt management 5.4 Strengthened, equitable and sustainable management of maritime and other natural resources 5.5 Knowledge management and exchange leads to sharing of good practices and strengthened Commonwealth network
Development: small states and vulnerable states	6.1 International policies, mechanisms and rules are more responsive to small states' development strategies and resilience needs 6.2 Small states enabled to effectively participate in international decision-making processes 6.3 Improved climate financing frameworks				
Enabling outcomes					
Global advocacy: international declarations, resolutions and other commitments on democracy, development and diversity include Commonwealth perspective					
Technical assistance, referral and partnership mechanisms respond flexibly to member countries' needs and capacity-building priorities					
Commonwealth profile: profile of the Commonwealth is strengthened at all levels					
Internal outcomes					
Human resources		Financial and non-financial services		Information technology	Quality and results
The recruitment and retention of a diverse, engaged and high-performing workforce to facilitate the effective delivery of the Strategic Plan		Efficient and effective delivery of corporate services; sound frameworks of internal controls; and appropriate management of corporate risks		Quality and reliable information technology services support the delivery of programme outcomes	Effective planning, quality assurance, and Monitoring, Evaluation, and Reporting system to facilitate the delivery and reporting of the Strategic Plan

# Annex 3

## List of persons interviewed

Date	Name	Position	Organisation
04/06/18	Katalaina Sapolu	Director, Governance and Peace Directorate	Commonwealth Secretariat
04/06/18	David Banks	Public Affairs Adviser to the Secretary-General	Commonwealth Secretariat
04/06/18	Evelyn Pedersen	Adviser and Head, Strategy, Portfolio and Partnerships Division	Commonwealth Secretariat
04/06/18	Kimberly Cliff	Head of Finance	Commonwealth Secretariat
05/06/18	Koffi Sawyer	Political Officer, Governance and Peace Directorate	Commonwealth Secretariat
05/06/18	Lindiwe Maleleka	Political Officer, Governance and Peace Directorate	Commonwealth Secretariat
05/06/18	Clara Cole	Political Advisor, Electoral Support, Governance and Peace Directorate	Commonwealth Secretariat
06/06/18	Diana Copper	Head of Portfolio Management	Commonwealth Secretariat
06/06/18	Mark Albion	Head of Countering Violent Extremism	Commonwealth Secretariat
06/06/18	Patricia Crosby	Project Officer of Countering Violent Extremism	Commonwealth Secretariat
06/06/18	Nabeel Goheer	Assistant Secretary-General	Commonwealth Secretariat
06/06/18	Tres-Ann Kremer	Adviser and Head of Good Offices	Commonwealth Secretariat
06/06/18	Baroness Patricia Scotland QC	Secretary-General	Commonwealth Secretariat
06/06/18	Sarah Linton	Political Officer for Caribbean and Pacific	Commonwealth Secretariat
07/06/18	Kemi Ogunsanya	Adviser, Gender Section	Commonwealth Secretariat
07/06/18	Karen McKenzie	Head of Human Rights Unit	Commonwealth Secretariat
07/06/18	Jonathon Milligan	Programme Officer, Electoral Support Section	Commonwealth Secretariat
07/06/18	Martin Kasirye	Adviser and Head, Electoral Support Section, Governance and Peace Directorate	Commonwealth Secretariat
07/06/18	Mark Guthrie	Formerly Acting Head, Rule of Law	Commonwealth Secretariat
07/06/18	Marie-Pierre Olivier	Legal Adviser, Legal Policy, Rule of Law	Commonwealth Secretariat
07/06/18	Sumedha Ekanayake	Human Rights Adviser	Commonwealth Secretariat
11/06/18	Velayuthan Sivagnanasothy	Secretary to the Presidential Task Force on North East Development	Ministry of National Integration and Reconciliation
11/06/18	Vaidehi Anushyanthan	Assistant Director	Ministry of National Integration and Reconciliation

Date	Name	Position	Organisation
11/06/18	Anushka Lewke	Planning and Monitoring Assistant	Ministry of National Integration and Reconciliation
12/06/18	Hon. Jayantha Jayasuriya PC	Attorney General	Sri Lanka
12/06/18	Dappula De Livera	Additional Solicitor General, President's Counsel	Sri Lanka
12/06/18	Dilrukshi Dias Wickramasinghe	Senior Political Solicitor, President's Counsel	Sri Lanka
12/06/18	Barana Waidyatilake	Research Fellow	Lashman Kadirgamar Institute of International Relations and Strategic Studies (LKI), Sri Lanka
12/06/18	Dr Jayampathy Wickramaratne	Member of Parliament	Sri Lanka
12/06/18	Dr Deepika Udagama	Chairperson	Human Rights Commission of Sri Lanka
13/06/18	Mahinda Deshapriya	Chairman	Elections Commission of Sri Lanka
13/06/18	Nalin Jayantha Abeysekere	Presidents' Counsel Member	Elections Commission of Sri Lanka
13/06/18	Professor Samuel R H Hoole	Member	Elections Commission of Sri Lanka
13/06/18	H M T D Hearth	Secretary	Elections Commission of Sri Lanka
13/06/18	M M Mohamed	Additional Commissioner of Elections (Legal and Investigations)	Elections Commission of Sri Lanka
13/06/18	P C P De Silva	Director, Research and Planning	Elections Commission of Sri Lanka
13/06/18	Rizan M A Hameed	Coordinating Secretary to the Chairman of the Election Commission / Assistant Director International Relations	Elections Commission of Sri Lanka
13/06/18	Jeevan Thiagarajah	Chairperson	Centre for Humanitarian Affairs, Sri Lanka
13/06/18	Rosanna Flamer-Caldera	Executive Director, Equal Ground; Chair of the Commonwealth Equality Network (TCEN)	Sri Lanka
14/06/18	Dhammika Dasanayake	Secretary General of the Parliament	Sri Lanka
14/06/18	Shobini Gunasekera	Director General, EU, Commonwealth and Multilateral Treaties	Ministry of Foreign Affairs Sri Lanka
14/06/18	Yuresha Fernando	Additional Secretary to the Constitutional Assembly Office, Constitutional Assembly Secretary	Constitutional Assembly of Sri Lanka
15/06/18	D Jehan Parera	Executive Director	The National Peace Council of Sri Lanka
18/06/18	L Albert Mariner	Head of Asia/Europe/Caribbean/ Pacific Team, Political Division, Governance and Peace Directorate	Commonwealth Secretariat

Date	Name	Position	Organisation
18/06/18	Alphonse Gelu	Registrar of Political Parties	Papua New Guinea
18/06/18	Frank Mohi Aisi	Deputy Secretary Policy 1	Department of Prime Minister and National Executive Council of Papua New Guinea
18/06/18	John Maigu	Director General	International Relations Unit
18/06/18	Theresa Gau	Policy Officer	Industrial Centres Development Corporation, Papua New Guinea
18/06/18	Esther Litau	Policy Officer International Relations	Department of Prime Minister of Papua New Guinea
18/06/18	Arianne Kassman	Executive Director	Transparency International
18/06/18	Laurence Stephens	Chairperson	Transparency International
19/06/18	Ray Kennedy	Senior Electoral Expert	UNDP/Papua New Guinea
19/06/18	Adrian Mourgues	Deputy Head of Cooperation	Delegation of the EU to Papua New Guinea
19/06/18	Brian Nakrakundi	Programme Manager Gender, Civil Society, Human Rights, and Democracy	Delegation of the EU to Papua New Guinea
19/06/18	Maria Crou-Cruiz	Election Division	EU Mission for observing elections. Brussels
19/06/18	Robert Sutton	Second Secretary – Elections	Australian High Commission
19/06/18	Simon Burton	Deputy Head of Mission	The British High Commission in Papua New Guinea
19/06/18	Simon David Tonge	British High Commissioner	The British High Commission in Papua New Guinea
19/06/18	Geoff Doidge	High Commissioner	South African High Commission to Sri Lanka
20/06/18	Barbara Age	Secretary of the Department of Foreign Affairs	Papua New Guinea
20/06/18	Joseph Cain	Electoral Commissioner	Electoral Commission Nauru
20/06/18	Patilias Gamato	Electoral Commissioner	Papua New Guinea Electoral Commission
20/06/18	Walter Rigamoto	Electoral Manager and Advisor	Electoral Commission Solomon Islands
21/06/18	Sir Anand Satyanand	Former Governor of New Zealand, former Chair of the Commonwealth Foundation	
22/06/18	Victoria Stuart-Jolly	Legal expert	Freelance
23/06/18	Purvi Kanzaria	Programme Officer, Strategy, Portfolio and Partnerships Division	Commonwealth Secretariat
25/06/18	Dr Makase Nyaphisi	Commissioner	Independent Electoral Commission, Lesotho
25/06/18	Advocate Mamosebi Pholo	Commissioner	Independent Electoral Commission, Lesotho
25/06/18	Mphasa Mokhochane	Deputy Director of Elections	Independent Electoral Commission, Lesotho

Date	Name	Position	Organisation
25/06/18	Koffi Sawyer	Political Officer, Governance and Peace Directorate	Commonwealth Secretariat
25/06/18	L Albert Mariner	Head of Asia/Europe/Caribbean/ Pacific Team, Political Division, Governance and Peace Directorate	Commonwealth Secretariat
25/06/18	Neville Choi	Head of News and Current Affairs, EMTV; Chair of Media Council	Papua New Guinea
25/06/18	Hon Lesego Makgothi, MP	Minister of Foreign Affairs of Lesotho	Government of Lesotho
26/06/18	Khosi Makubakube	General Secretary	Christian Council of Lesotho
26/06/18	Pastor Lucky Khanyapa	Head of Churches	Christian Council of Lesotho
26/06/18	Mariam Homayoun	Democratic Governance Officer	Delegation of the EU to Lesotho
26/06/18	Markus Theobald	Head of Cooperation	Delegation of the EU to Lesotho
27/06/18	Borotho Matsoso	Director General	Directorate on Corruption and Economic Offences, Lesotho
27/06/18	Nthomeng Majara	Chief Justice	Lesotho
27/06/18	Pontso Plantoli	Deputy Registrar	Lesotho
27/06/18	Moahloli Mphaka	Government Secretary	Lesotho
27/06/18	Seabata Smotsamai	Executive Director	Lesotho Council of NGOs
28/06/18	George Wachira	Peace and Development Advisor	UNDP in Lesotho
28/06/18	Thabo Mosoeunyane	Governance Specialist	UNDP in Lesotho
28/06/18	Aesi Rassele	Representative	Lesotho Congress for Democracy
28/06/18	Letsosa Motalenmtola	Representative	Democratic Congress
28/06/18	Lekhotho Ranindale	Representative	Popular Fund for Democracy
28/06/18	Mamello Morrison	Representative	Lesotho Congress for Democracy
28/06/18	Vincept Malebo	Representative	Maremathlou Freedom Party
29/06/18	Dr Rajen Prasad	Special Envoy to Lesotho	Freelance
29/06/18	Katherine Marshall-Kissoon	Results Based Officer/ Acting Team Leader	Commonwealth Secretariat
29/06/18	Lifuo Molapo	Senior Manager	Participatory Initiative for Social Accountability
05/07/18	Lolita Applewhaite	Chief of Staff to Secretary General	Secretary-General's Office, Commonwealth Secretariat
05/07/18	Linford Andrews	Political Advisor Africa Section	Commonwealth Secretariat
05/07/18	Yvonne Mensah	Adviser and Head Africa Section	Commonwealth Secretariat
17/07/18	Amina Zakari	Acting Chairperson	Independent National Electoral Commission, Nigeria
17/07/18	Steven Hillier	Commonwealth Team Leader	DfID
18/07/18	Liz Stephen	Political Officer – Commonwealth	High Commission of Canada in the UK

Date	Name	Position	Organisation
18/07/18	His Excellency Mr Muyebe Shichapwa Chikonde	High Commissioner	The High Commission of the Republic of Zambia in the UK
20/07/18	Paulo Cuinica	Commissioner	National Elections Commission Mozambique
20/07/18	Ewange Sone	Unit Head for Legal Affairs and Litigation	Elections Cameroon (ELECAM)
24/07/18	Simon Gimson	Chief Operating Officer	Crisis Group
25/07/18	Georgina Roberts	Director for Pacific Connections	New Zealand Government
25/07/18	Ian Hughes	Acting. Human Resources and Training Officer	Antigua and Barbuda Electoral Commission
26/07/18	Vijay Krishnarayan	Director General	Commonwealth Foundation
27/07/18	Lorna Simon	Supervisor of Elections	Elections Office, Antigua and Bermuda

# Annex 4

## List of documents reviewed

### General

1. The Commonwealth Secretariat Revised Strategic Plan 2013/14–2016/17, Commonwealth Secretariat, December 2015
2. The Commonwealth Secretariat Strategic Plan 2013/14–2016/17, Commonwealth Secretariat, 23 May 2013
3. Commonwealth Secretariat Annual Results Report 2016/2017, Commonwealth Secretariat
4. Commonwealth Secretariat Annual Results Report 2015/2016, Commonwealth Secretariat, 2016
5. Commonwealth Secretariat Annual Results Report 2014/2015, Commonwealth Secretariat, 2015
6. Commonwealth Secretariat Annual Results Report 2013/2014, Commonwealth Secretariat, 2015
7. Evaluation of the Commonwealth Secretariat's Strategic Plan (2013/14–2016/17), the Centre for International Development and Training at the University of Wolverhampton, 27 January 2017
8. Organisational Chart of the Commonwealth Secretariat, Commonwealth Secretariat, November 2015
9. Fund Report for Financial Years 2013/14–2016/17, Commonwealth Secretariat, 29 May 2018
10. Evaluation of the Commonwealth Secretariat's Democracy Programme 2013/14–2016/17: Programme Overview in Member States, Commonwealth Secretariat
11. Stakeholders List, Commonwealth Secretariat
12. Commonwealth Secretariat Strategic Plan 2013/14–2016/17: Six Monthly Progress on Results July – December 2016, Commonwealth Secretariat
13. Commonwealth Secretariat Strategic Plan 2013/14–2016/17: Six Monthly Progress on Results January– June 2016, Commonwealth Secretariat
14. Commonwealth Secretariat Strategic Plan 2013/14–2016/17: Six Monthly Progress on Results July – December 2015, Commonwealth Secretariat
15. Commonwealth Secretariat Strategic Plan 2013/14–2016/17: Six Monthly Progress on Results January– June 2015, Commonwealth Secretariat
16. Commonwealth Secretariat Strategic Plan 2013/14–2016/17: Six Monthly Progress on Results July – December 2014, Commonwealth Secretariat
17. Commonwealth Secretariat Strategic Plan 2013/14–2016/17: Six Monthly Progress on Results January– June 2014, Commonwealth Secretariat
18. Commonwealth Secretariat Strategic Plan 2013/14–2016/17: Six Monthly Progress on Results July – December 2013, Commonwealth Secretariat
19. Africa Political Strategy 2014–2017 – Zero draft for discussion
20. Commonwealth Countering Violent Extremism Unit – Strategy, Commonwealth Secretariat, April 2017

### Project design documents

21. Project Design Document: Commonwealth Junior Election Professionals Initiative, Commonwealth Secretariat, 16 May 2018
22. Project Design Document: Strengthening Electoral Processes and Democratic Institutions, Commonwealth Secretariat, 16 May 2018
23. Project Design Document: Commonwealth Ministerial Action Group, Commonwealth Secretariat, 14 May 2018

24. Project Design Document: Commonwealth Election Observation Review, Commonwealth Secretariat, 5 June 2017
  25. Project Design Document: Direct Budget – Support for Dep. Secretary-General to implement Global Advocacy and Good Offices, Commonwealth Secretariat
  26. Project Design Document: Support to the Secretary-General's Good Offices, Commonwealth Secretariat
  27. Project Design Document: Values of 'respect and understanding' advanced, Commonwealth Secretariat, 18 January 2016
  28. Project Design Document 1.4: Values of 'respect and understanding' advanced, Six monthly report, January – June 2017
  29. Project Design Document 1.4: Values of 'respect and understanding' advanced, Six monthly report, July – December 2016
  30. Project Design Document 1.4: Values of 'respect and understanding' advanced, Six monthly report, January – June 2016
- Commonwealth Ministerial Action Group documents**
31. Agenda Item 3: Matters of Interest to Ministers, Annex 3 /extract on Cameroon/, Commonwealth Secretariat, 17 April 2018
  32. Concluding Statement of the Meeting of the Commonwealth Ministerial Action Group, 51st Meeting, Commonwealth Secretariat, 22 September 2017
  33. Brief for Secretary General, the Meeting of the Commonwealth Ministerial Action Group, 51st Meeting, Commonwealth Secretariat, 22 September 2017
  34. Concluding Statement of the Meeting of the Commonwealth Ministerial Action Group, 50th Meeting, Commonwealth Secretariat, 17 March 2017
  35. Concluding Statement of the Meeting of the Commonwealth Ministerial Action Group, 49th Meeting, Commonwealth Secretariat, 23 September 2016
  36. Concluding Statement of the Meeting of the Commonwealth Ministerial Action Group, 48th Meeting, Commonwealth Secretariat, 20 April 2016
  37. Concluding Statement of the Extraordinary Meeting of the Commonwealth Ministerial Action Group, 47th Meeting, Commonwealth Secretariat, 24 February 2016
  38. Concluding Statement of the Meeting of the Commonwealth Ministerial Action Group, 46th Meeting, Commonwealth Secretariat, 25 September 2015
  39. Concluding Statement of the Meeting of the Commonwealth Ministerial Action Group, 44th Meeting, Commonwealth Secretariat, 26 September 2014
  40. Concluding Statement of the Meeting of the Commonwealth Ministerial Action Group, 43rd Meeting, Commonwealth Secretariat, 14 March 2014
  41. Statement by Commonwealth Ministerial Action Group, Commonwealth Secretariat, 17 November 2013
  42. Statement on Maldives by the Commonwealth Ministerial Action Group, Press Release, Commonwealth Secretariat, 13 November 2013
  43. Joint Statement on Maldives by the Commonwealth Secretary-General and the Chair of the Commonwealth Ministerial Action Group, Press Release, Commonwealth Secretariat, 27 September 2013
  44. Concluding Statement of the Meeting of the Commonwealth Ministerial Action Group, 40th Meeting, Commonwealth Secretariat, 27 September 2013
  45. Paper to the Management Committee re: The Withdrawal of the Gambia from Membership of Commonwealth, Annex 3, Commonwealth Secretariat, 14 September 2013
  46. Report of the Commonwealth Ministerial Action Group to Commonwealth Heads of Government 2013 - 2015, Commonwealth Secretariat, November 2015
  47. Six-Monthly Progress on Results Report Democracy for January – June 2017, Commonwealth Secretariat

48. Six-Monthly Progress on Results Report Democracy for July – December 2016, Commonwealth Secretariat
  49. Six-Monthly Progress on Results Report Democracy for January – June 2016, Commonwealth Secretariat
  50. Six-Monthly Progress on Results Report Democracy for July – December 2015, Commonwealth Secretariat
  51. Six-Monthly Progress on Results Report Democracy for January – June 2015, Commonwealth Secretariat
  52. Six-Monthly Progress on Results Report Democracy for July – December 2014, Commonwealth Secretariat
- Good Offices documents**
53. Summary Record of the Commonwealth Foreign Affairs Ministers Meeting, 21 September 2017
  54. Summary Record of the Commonwealth Foreign Affairs Ministers Meeting of 23 September 2016 – Political Division Memorandum, Commonwealth Secretariat, 21 October 2016
  55. Summary Record of the Commonwealth Foreign Affairs Ministers Meeting, 24 September 2015
  56. Commonwealth Young Parliamentarians Leadership Programme 'Harnessing the Demographic Dividend Through Investments in Africa's Youth' - Agenda, Commonwealth Secretariat, 10–17 March 2017
  57. Commonwealth Young Parliamentarians Leadership Programme 'Harnessing the Demographic Dividend Through Investments in Africa's Youth' – Report, Commonwealth Secretariat, 15–16 March 2017
  58. Commonwealth Young Parliamentarians Leadership Programme 'Harnessing the Demographic Dividend Through Investments in Africa's Youth' – Concept Note, Commonwealth Secretariat, 10–18 March 2017
  59. Commonwealth Young Parliamentarians Leadership Programme 'Harnessing the Demographic Dividend Through Investments in Africa's Youth' – Young PMs profiles, Commonwealth Secretariat, March 2017
  60. Six Monthly Progress on Results Report for January–June 2017, Commonwealth Secretariat
  61. Updates for SG – Annual Results Report 2016–2017, Commonwealth Secretariat, 24 August 2017
  62. Six Monthly Progress on Results Report for July–December 2016, Commonwealth Secretariat
  63. Six Monthly Progress on Results Report for January–June 2016, Commonwealth Secretariat
  64. Six Monthly Progress on Results Report for July–December 2015, Commonwealth Secretariat
  65. Six Monthly Progress on Results Report for January–June 2015, Commonwealth Secretariat
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# Annex 5

## Survey conducted among key stakeholders of the Democracy Programme



1. The Commonwealth Secretariat has been a preferred partner of choice for us.

- ☐ Strongly agree
- ☐ Somewhat agree
- ☐ Somewhat disagree
- ☐ Strongly disagree

Any additional comments from you?

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2. The Commonwealth Secretariat is effective at promoting democracy in our country.

- ☐ Strongly agree
- ☐ Somewhat agree
- ☐ Somewhat disagree
- ☐ Strongly disagree

Any additional comments from you?

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3. Gender is mainstreamed in all of the work of the Commonwealth Secretariat.

- ☐ Strongly agree
- ☐ Somewhat agree
- ☐ Somewhat disagree
- ☐ Strongly disagree

Any additional comments from you?

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4. The Commonwealth Secretariat understands our needs.

- ☐ Strongly agree
- ☐ Somewhat agree
- ☐ Somewhat disagree
- ☐ Strongly disagree

Any additional comments from you?

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5. Our democracy priorities are (please, write your comments below):

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6. The Commonwealth Secretariat adds value to our work and builds our capacity.

- ☐ Strongly agree
- ☐ Somewhat agree
- ☐ Somewhat disagree
- ☐ Strongly disagree

Any additional comments from you?

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7. Money is well-spent in the Commonwealth Secretariat. They are efficient.

- ☐ Strongly agree
- ☐ Somewhat agree
- ☐ Somewhat disagree
- ☐ Strongly disagree

Any additional comments from you?

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8. The Commonwealth Secretariat staff regularly visit us and take an interest in our work.

- ☐ Strongly agree
- ☐ Somewhat agree
- ☐ Somewhat disagree
- ☐ Strongly disagree

Any additional comments from you?

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9. The Commonwealth Secretariat is knowledgeable about democracy promotion.

- ☐ Strongly agree
- ☐ Somewhat agree
- ☐ Somewhat disagree
- ☐ Strongly disagree

Any additional comments from you?

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10. The Commonwealth Secretariat is well positioned to promote peacebuilding and conflict prevention in its work.

- ☐ Strongly agree
- ☐ Somewhat agree
- ☐ Somewhat disagree
- ☐ Strongly disagree

Any additional comments from you?

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11. I know a lot about the different aspects of the Commonwealth Secretariat's work.

- ☐ Strongly agree
- ☐ Somewhat agree
- ☐ Somewhat disagree
- ☐ Strongly disagree

Any additional comments from you?

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12. The service I use most from the Commonwealth Secretariat is (please, make multiple choice if necessary):

- ☐ Election observation/ technical support
- ☐ Human rights
- ☐ Commonwealth Ministerial Action Group (CMAG)
- ☐ Access to justice
- ☐ Good Offices
- ☐ Anti-corruption
- ☐ Promotion of democratic values and principles
- ☐ Other (specify)?

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13. We learn about good practices from the Commonwealth Secretariat's democracy programmes around the world.

- ☐ Strongly agree
- ☐ Somewhat agree
- ☐ Somewhat disagree
- ☐ Strongly disagree

Any additional comments from you?

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14. I feel I can influence the work of the Commonwealth Secretariat and shape the services it offers.

☐ Strongly agree

☐ Somewhat agree

☐ Somewhat disagree

☐ Strongly disagree

Any additional comments from you?

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Do you have any other comments or suggestions regarding the democracy programme of the Commonwealth Secretariat? If so, please use the space below.

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15. If you would like to participate in a Skype call with the Evaluation Consultant, please use the space below to let us have your Skype ID and your e-mail address.

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Thank you for your input to the evaluation

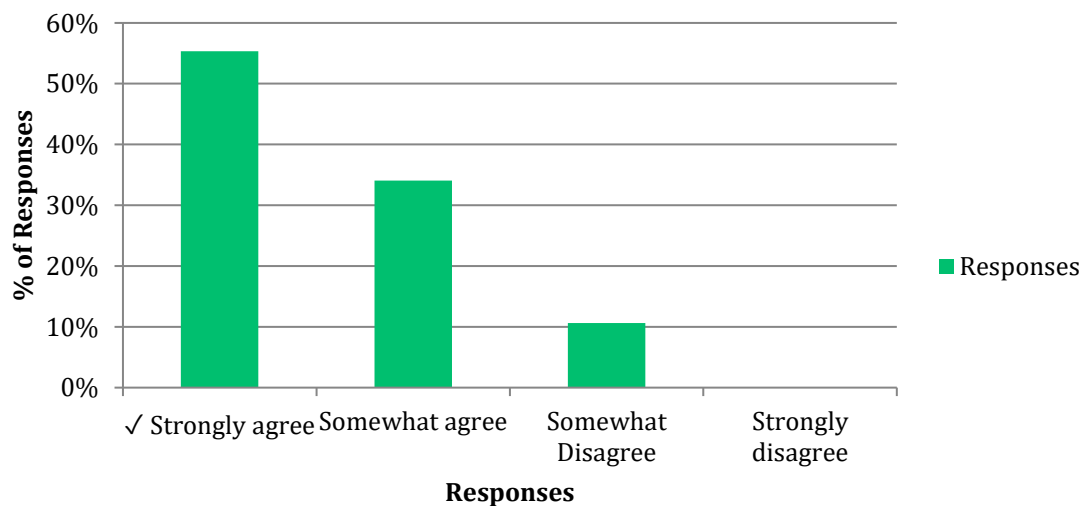
# Annex 6

## Summary of the results of the survey conducted for the Commonwealth Secretariat's Democracy Programme evaluation

Question 1. The Commonwealth Secretariat has been a preferred partner of choice for us.

Answer choices	Score	Responses	
Strongly agree	4/4	55.32%	26
Somewhat agree	3/4	34.04%	16
Somewhat Disagree	2/4	10.64%	5
Strongly disagree	1/4	0.00%	0
Any additional comments from you?			12
		Answered	47
		Skipped	0

### The Commonwealth Secretariat has been a preferred partner of choice for us.

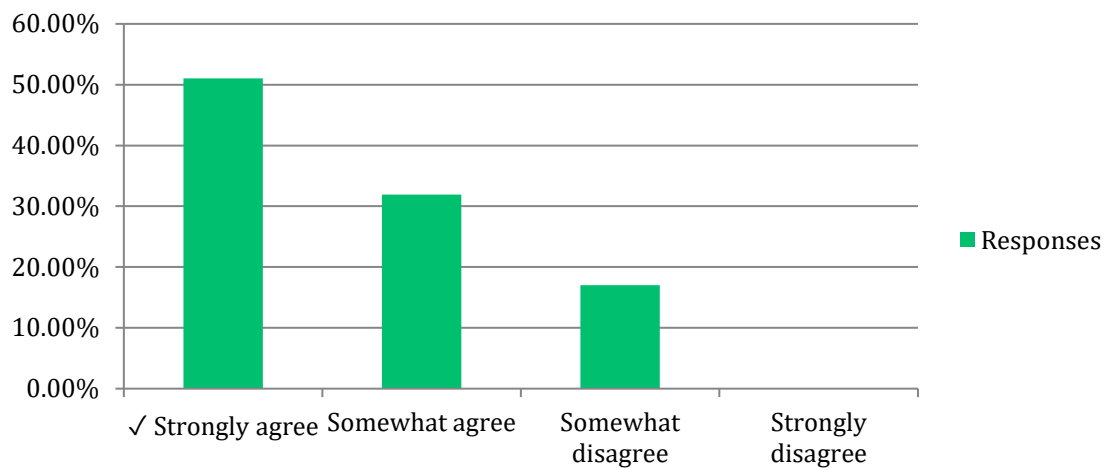


1	As a member of the Commonwealth, it is important that PNG (and PNGEC for that matter) is a part and has access to agencies as ComSec to both learn and exchange to strengthen its development, particularly regard to issues as leadership, governance and elections.
2	We have been in consultation on various issues relating to political parties and support to women but not developed a partnership to drive any programs.
3	I am not aware of substantial partnership between my EMB and the Secretariat, which I think is unfortunate.
4	The Commonwealth has been of great assistance to our EMB not only through trainings for our staff but also observing other countries elections.
5	The biennial conferences provide a great platform for learning (e.g. best practices).
6	The Commonwealth Secretariat has been indeed a preferred partner of choice for us. However, communication gap between the Election Commission of Pakistan and the Commonwealth Secretariat need to be abridged.
8	The Commonwealth Electoral Network (CEN) and its steering board have the mandate to propose and influence programming implemented by the Secretariat to ensure relevance in these activities for CEN members. However, our experience as an EMB has been that, as a result of minimal resource being committed to the activities proposed by CEN steering board members, there have been mixed results, which has led to us seeking out alternative fora.
9	The Commonwealth Secretariat often provides the member countries with persuasive inputs on politics and social outlook on the way to exercise democratic values.
10	A very good close partnership is existing, but finalisation of execution of technical assistance projects need to be implemented on time. Evaluation need to be more joint and collaborative rather than donor-centric.
11	The Commonwealth has been a privileged partner of Elections Cameroon. In fact Elections Cameroon in many ways is a brainchild of the Commonwealth, and the organisation has accompanied ELECAM in all its endeavours to deliver free, fair, transparent and credible elections in Cameroon. Within the period under consideration, ELECAM received fact finding and need assessment delegations from the Commonwealth, ELECAM is a founding/ Steering Committee Member of the organisation, staff and Officials of ELECAM took part in capacity building trainings, election observation missions, etc.
12	they have shown committed to members at all times

**Question 2. The Commonwealth Secretariat is effective at promoting democracy in our country.**

Answer choices	Score	Responses	
Strongly agree	4/4	51.06%	24
Somewhat agree	3/4	31.91%	15
Somewhat disagree	2/4	17.02%	8
Strongly disagree	1/4	0.00%	0
Any additional comments from you?			17
		Answered	47
		Skipped	0

**The Commonwealth Secretariat is effective at promoting democracy in our country.**

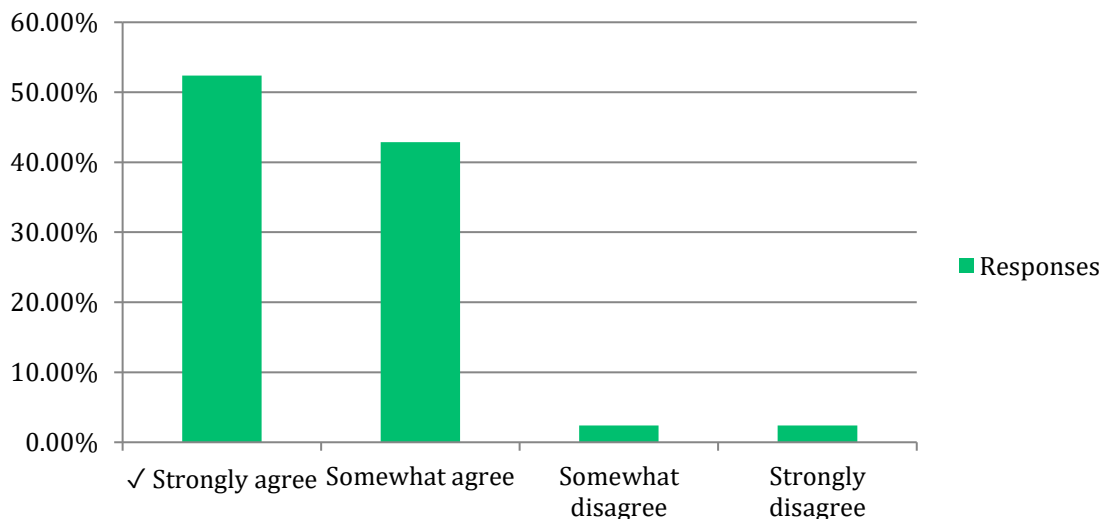


1	ComSec has a wide range of partners it engages with, in my knowledge, in promoting and strengthening democracy, and it has aided in providing and grooming expertise, particularly in election administration (a key component of democracy)
2	It has been in the area of elections but again no concrete programs been developed and implemented.
3	Again, I am not aware of any substantial Secretariat involvement in promoting Democracy, although I do not think Australia is, or should be, a priority for Secretariat resources in this area.
4	There has not been much engagement in promoting democracy from the Commonwealth in Vanuatu but we look forward to more collaboration in the future.
5	The Secretariat's 2017 Election Report was disappointing as I thought it did not really represent the situation on the ground (i.e. PNG polling stations hijacked by candidates' supporters with some areas experiencing violence).
6	From experience the voters feel more comfortable when Commonwealth Observer Missions are present during General Elections
7	Our country is not at risk democratically – while the Secretariat's help is welcome, we already have the processes and most importantly commitment
8	Commonwealth Secretariat is playing an effective role in promoting democracy and it is the platform where innovative ideas have been generated for promotion of democracy through independent election commissions.
9	We notice its existence only when it is requested
10	There are very few democracy-promoting activities by the Commonwealth Secretariat in Mozambique
11	It is not very active throughout the years except election period.
12	The Secretariat's communications on activities and new developments tend to be done directly with governments. The content of these communications is rarely passed on to EMBs, as most are independent from their governments, and as such, EMBs seem to have an incomplete understanding of the Secretariat's activities on promoting democracy. More proactive communication with EMBs would be welcome to ensure that initiatives on promoting democracy are known to EMBs, which also allows EMBs to preserve their independence from government.
13	The secretariat does not provide development assistance in our country, but we sometimes partner with them to provide democracy programmes
14	The Commonwealth Secretariat sends Observers during national elections, gather feedback therefrom and share the experiences with member countries for consolidation of democracy.
15	Support on reconciliation and sharing of knowledge and exchange programme of Commonwealth countries is commendable.
16	This can be seen in their relentless support to elections across the world. in terms of institutional support to governance institutions
17	Commonwealth always assist the Commission as and when the Commission needs help

**Question 3. Gender is mainstreamed in all of the work of the Commonwealth Secretariat.**

Answer choices	Score	Responses	
Strongly agree	4/4	52.38%	22
Somewhat agree	3/4	42.86%	18
Somewhat disagree	2/4	2.38%	1
Strongly disagree	1/4	2.38%	1
Any additional comments from you?			13
		Answered	42
		Skipped	5

**Gender is mainstreamed in all of the work of the Commonwealth Secretariat.**

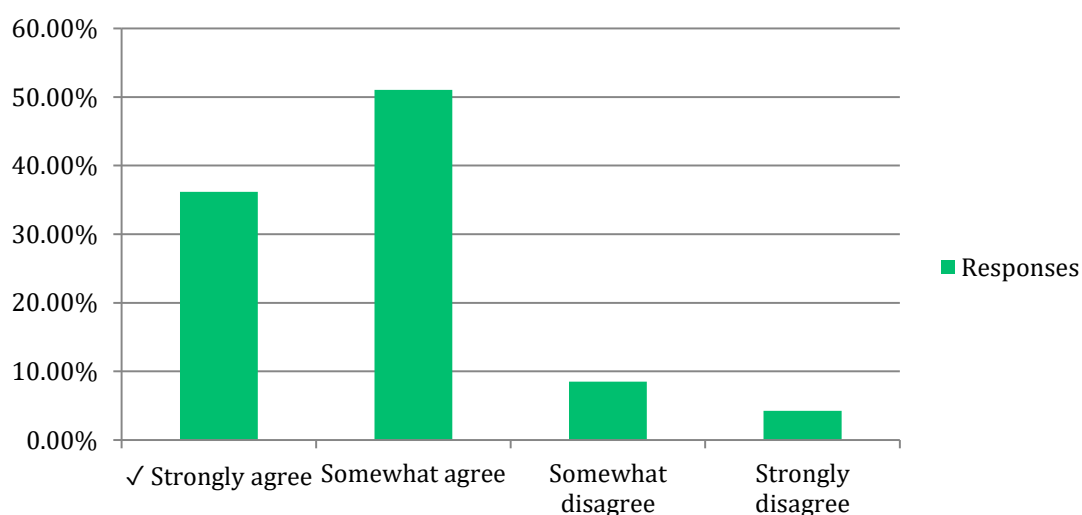


1	As a measure of best practise yes, but the implementation of it by its partners depends on country context, for example: quotas on polling official compositions
2	Seems to be as evident in the discussions I have to support women in elections in PNG
3	I somewhat agree based on the very few activities of the Commonwealth that I had participated in or was involved with.
4	I remembered one of the training I was involved in which was held in Delhi, India, much of the topics discussed were mainly to do with promoting women in parliament or gender equality in parliament.
5	Not sure
6	Not sure
7	I am sure Commonwealth Secretariat has been working to mainstream gender, which is evident from the events it organised in different countries
8	Based on our participation in activities of and interactions with the Commonwealth Secretariat, gender has not been identified as an area for analysis.
9	The Commonwealth Secretariat attaches equal opportunities for both men and women in every sphere of social and political life.
10	Gender balance and Gender empowerment has been specially focused in all programmes.
11	although there is a need for follow up in some countries where women participation in governance and other areas is low.
12	I am not sure of that
13	No idea about other Programmes. In our programme - yes.

#### Question 4. The Commonwealth Secretariat understands our needs.

Answer choices	Score	Responses	
Strongly agree	4/4	36.17%	17
Somewhat agree	3/4	51.06%	24
Somewhat disagree	2/4	8.51%	4
Strongly disagree	1/4	4.26%	2
Any additional comments from you?			13
		Answered	47
		Skipped	0

### The Commonwealth Secretariat understands our needs.



1	There is no denying that it strives to know and understand country context, but at the same keeping to certain standards of best practice
2	Through the discussions we have had but in terms of developing programs is yet to be realised.
3	I think action based on reports only amounts to a certain level but there is still need for further consultation between the CW and the other party for better outcomes.
4	What we have learnt from trainings and observation group, we came back home and use it to improve our system and we have made a lot of changes resulting from those invitations from commonwealth.
5	There is a need for more frequent dialogue with the Parliamentary Elections Office
6	This question needs to be elaborated, as being an officer of the Election Commission of Pakistan, I believe that needs of the Election Commissions are different in nature and at time more researches are required in this regard.
7	According to the Commonwealth website, the organisation's priority when it comes to democracy includes strengthening both EMBs and democratic processes, making EMBs an important stakeholder in this process. Our understanding is that the needs of EMBs are identified through the CEN steering board, and that EMBs are engaged in this process directly though the general assembly of the CEN held every two years. However, the lack of a full-time resource working on the CEN, irregular outputs received from the CEN do not allow for meaningful engagement from stakeholders. Consultations with more advance notice and increasing the number of opportunities for exchanges of information between CEN members would allow for more effective consultations with stakeholders and increase the effectiveness of the Network.
8	It is a trusted body of the member countries. It needs to be more comprehensive of knowing their backlogs and suggest way forward of upholding democratic values.
9	A very balanced and consultative approach on need assessment has been witnessed.
10	In the area of institutional strengthening, the Commonwealth has a pass mark in Cameroon, but a bit lacking in the area of capacity building when compared with other partners, and completely lack in the area of material support.
11	this can be seen in their numerous interventions though more has to be done.
12	The always help us
13	More could be done.

**Question 5. Our democracy priorities are (please write your comments in the box below):**

Answered	39
Skipped	8

1	<ul style="list-style-type: none"> <li>– to protect human rights through the rule of law</li> <li>– to strengthen checks and balances in governance by being an independent and effective NHRI</li> </ul>
2	Institutional strengthening, good governance and tolerance
3	More respect for women in politics.
4	<ol style="list-style-type: none"> <li>1. Dealing with the power/influence (and dependency) of incumbency/political/bureaucratic interference of/in state/constitutional agencies (as PNGEC)</li> <li>2. Strengthening of the overall electoral system, both in legislation and process/procedure. For example, reviews and (pushing through of bills in the Electoral Laws and Regulations), with specific mention on the proposed 'reversion of the voting system to FPTP' without proper mass consultation</li> <li>3. Wide spread corruption, mismanagement, and lack of public accountability at all levels, by various groups. A lack of knowledge and understanding (a disconnect) between the public and political representatives to enable dialogue and collaboration</li> </ol>
5	<p>Civic Education in schools</p> <p>Civic Education targeting women and girls</p> <p>Citizens budget</p> <p>Right to information</p>
6	According to our developmental agenda, to have a better, safer and free society where there is equality for all
7	<ol style="list-style-type: none"> <li>1. Developing strong political parties through awareness</li> <li>2. Conducting free and fair elections</li> <li>3. Opportunity to be given to all to compete for public office</li> <li>4. Election process to have integrity – transparency</li> <li>5. Strengthening institutions that provide oversight on the conduct of leaders</li> <li>6. Rule of Law to be strengthen and respected by all especially the Leaders</li> </ol>
8	<p>Adapting to changing elector and parliamentary expectations.</p> <p>Improving leverage of technology.</p> <p>Maintaining integrity while implementing the above.</p>
9	I am not an organisation but one of your contractors. But I do believe that Com Sec prioritises free and fair elections, free media and gender balance.
10	A National Referendum. The Constitution needs to be amended to allow every citizen to fully participate and have their voice heard in elections and in the political matters that decide their future. Legislation needs to be reviewed to accommodate changes that would lead to a healthy democratic state. People need to be informed on what is democracy and how they can contribute towards achieving a healthy democracy.
11	This is taken from the PNG National Goals and Directive Principles: The vision of the five National Goals and Directive Principles compelled post- independence governments to deliver social, economic and political development with consideration to equality, economic self-reliance, national sovereignty and protection of the natural environment.
12	<p>To provide free and fair election to our people.</p> <p>To inform them of their rights and responsibilities.</p>

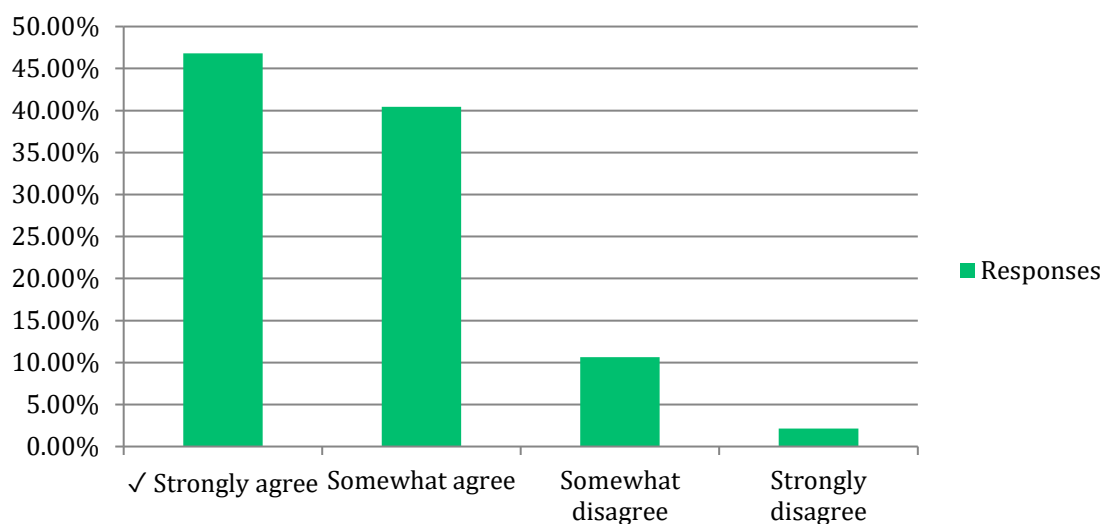
13	Legislative reform Documentation of best practices
14	Free and fair elections
15	To conduct a free and fair elections in our country
16	a. Review of constituency boundaries with integrity, courtesy and transparency in accordance with the law and submission of relevant reports by due dates. b. Conduct free and fair elections and report on the outcome. c. Continuous registration of eligible persons. d. Civic and voter education.
17	Eliminate any types of corruption (e.g. treating of voters) creeping into electioneering
18	Looking towards implementation of voter IF and ensuring the accuracy of the voters' register
19	Our democracy priorities are: Timely conduct of transparent elections; Strong economic growth; Stability; Gender mainstreaming in all institutions and equal participation of all in the Election process; Consultation of Election Commission of Pakistan with Commonwealth Secretariat as well as other partners etc
20	Establishment of democratic institutions and to make sure they are independent without interference of the government of the day.
21	Credible elections, strong and democratic political parties, strong and effective parliaments, active and effective civil society
22	Credible elections and inclusive Governance
23	Transparency, trust, free and fair elections.
24	Control over motions of no confidence, regulation of political parties
25	To maintain our high standing internationally and to support others to deliver on their democracy and good governance objectives
26	Transparency, increasing representation of women in political process and structures, increasing youth engagement in political process, improving accountability of formal structures, improving democratic practice within political processes
27	1. Holding free, fair and credible elections 2. Election period level plain field for all contestants 3. Inclusive and participatory elections
28	01. Election 02. Balanced regional development and equity 03. Human Rights 04. Reconciliation 05. Constitutional reforms 06. Transitional justice 07. Evaluation and Results
29	To ensure fairness and equality for all. To help change the vitriolic politics that divide our people.
30	To stand independent
31	Training opportunities for developing countries.

32	anonymity of voting right to cast a ballot uninhibited right to become registered to vote freedom of speech freedom of movement
33	- Institutional strengthening; - the building of a professional staff; - computerisation of the electoral process;
34	Free, fair and inclusive elections, promoting democracy and human rights.
35	Election Observation, capacity building of the EMB staff through conferences and workshops as well as courses
36	Equal political, and social rights to all citizens, and freedom of belief and opinion.
37	To educate persons so that they will better appreciate their rights and responsibilities.
38	Standards, Equity, participation, free and fair & gender
39	Governance and transparency, rule of law, human rights, access to basic education and health, gender equality and equity.

**Question 6. The Commonwealth Secretariat adds value to our work and builds our capacity.**

Answer choices	Score	Responses	
Strongly agree	4/4	46.81%	22
Somewhat agree	3/4	40.43%	19
Somewhat disagree	2/4	10.64%	5
Strongly disagree	1/4	2.13%	1
Any additional comments from you?			13
		Answered	47
		Skipped	0

## The Commonwealth Secretariat adds value to our work and builds our capacity.

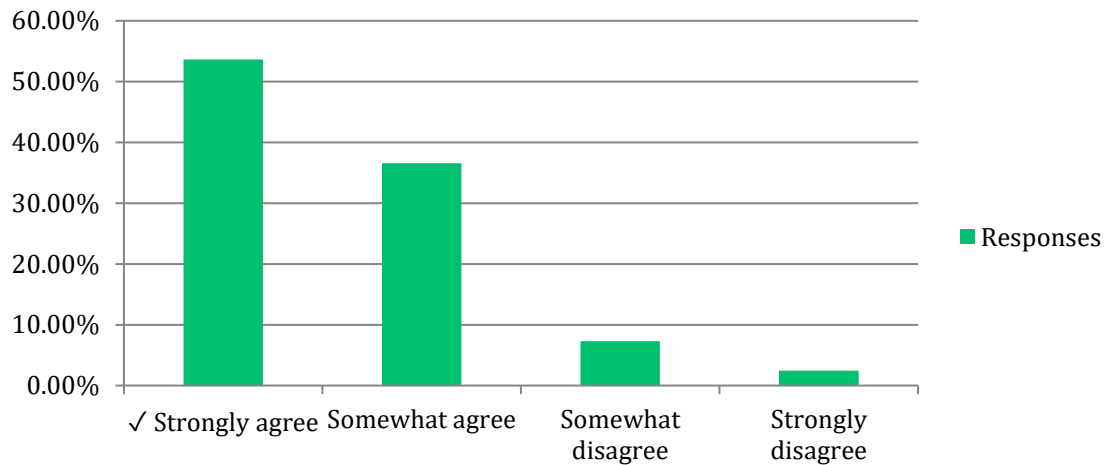


1	I can only speak for myself in the various programs that ComSec has enables me to participate, but yes: I've learnt and gained knowledge and skills I previously didn't have, and at the same type, built my confidence as an electoral official
2	No strong visibility in the country
3	It does especially in various discussions we have had.
4	Again, I do not think this is significant in my EMB's context. However from what I have seen the Secretariat is much more valuable in other countries.
5	Through training, capacity building, scholarships & Election Observation exercises
6	The Commonwealth Secretariat has been able to organise trainings for young election professionals at different places. Since I have been participant of one of the programs therefor, based on the contents of training material and professional attitude of the Commonwealth Secretariat staff, I believe that it adds more value to our work and builds our capacity.
7	The CEN Steering Board has previously identified a number of key activities to complete in order to add value to the work of our organisation. Several activities endorsed by the steering board have either not taken place or participants in activities have been identified using only the principal of geographic representation or a set list of criteria, which does not necessarily allow for the participation of jurisdictions who would benefit the most or who face similar challenges to the circumstances identified in the proposal.
8	It has got a good stock of knowledge and information conducive for building capacity in the political sector giving priorities to the values on democracy
9	Proposed technical assistance to build human resources, support systems and enabling environment is commendable.
10	The capacity building component should be boasted.
11	For in Sierra Leone they sent experts in various fields during the past elections. This added value to the entire process.
12	Sometimes Commonwealth brings people who are less knowledgeable and also focus on individuals that they know
13	The programs of the Commonwealth Secretariat are geared to enhance our delivery of best practices in our country. Opportunities to meet and share are of great importance.

**Question 7. Money is well-spent in the Commonwealth Secretariat. They are efficient.**

Answer choices	Score	Responses	
Strongly agree	4/4	53.66%	22
Somewhat agree	3/4	36.59%	15
Somewhat disagree	2/4	7.32%	3
Strongly disagree	1/4	2.44%	1
Any additional comments from you?			17
		Answered	41
		Skipped	6

### Money is well-spent in the Commonwealth Secretariat. They are efficient.

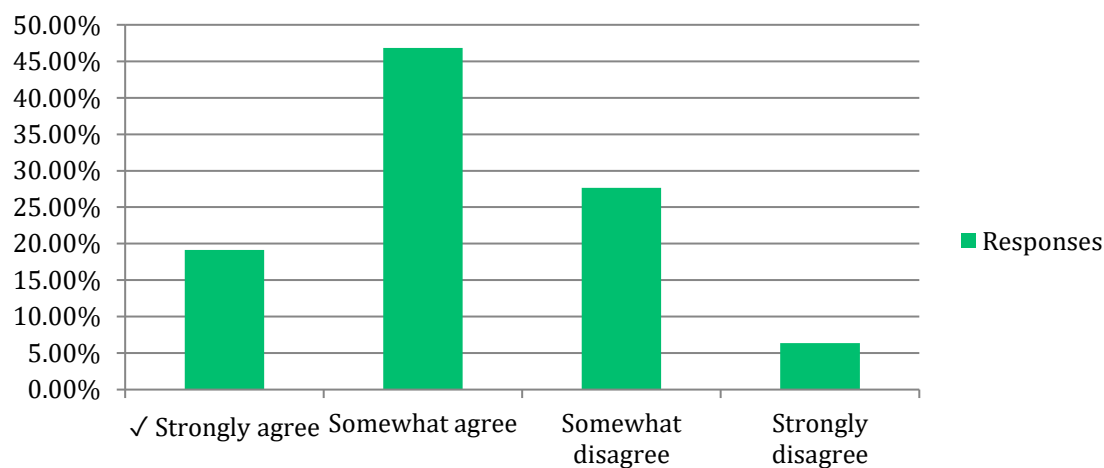


1	I do not have enough information to make this judgement
2	Really do not know, would assume so
3	This is not a matter I'm directly familiar with regards to ComSec, but from my limited interaction, I can say they are very serious about efficient spending and accountability
4	Unable to answer as we have no information on how much is spent on programs that are run (if any?)
5	No comments on this
6	Strongly agree in two areas: the biennial conferences and Election Observer Missions
7	I don't know
8	Every event being conducted is efficiently organised and the Commonwealth Secretariat is spending good resources to promote democracies and give ideas to the Election Commissions with regard to strengthening democracies.
9	Not sure.
10	The fundamentals that form the basis of the CEN are very good, however more resources should be dedicated to it in order for it to fully attain its goals.
11	Could do more to build shared activities with other partners or leverage other partners to deliver more impact
12	I do not have any idea as to how money is being spent in the Secretariat, though have trust that they are efficient.
13	Country systems are given much emphasis. Therefore, accountability and value for money is ensured.
14	Not had the opportunity to fully appreciate so cannot say much.
15	true because their interventions are always timely and cost effective.
16	I don't know
17	My experience/interactions with this body cannot suggest otherwise.

**Question 8. The Commonwealth Secretariat staff regularly visit us and take an interest in our work.**

Answer choices	Score	Responses	
Strongly agree	4/4	19.15%	9
Somewhat agree	3/4	46.81%	22
Somewhat disagree	2/4	27.66%	13
Strongly disagree	1/4	6.38%	3
Any additional comments from you?			16
		Answered	47
		Skipped	0

**The Commonwealth Secretariat staff regularly visit us and take an interest in our work.**

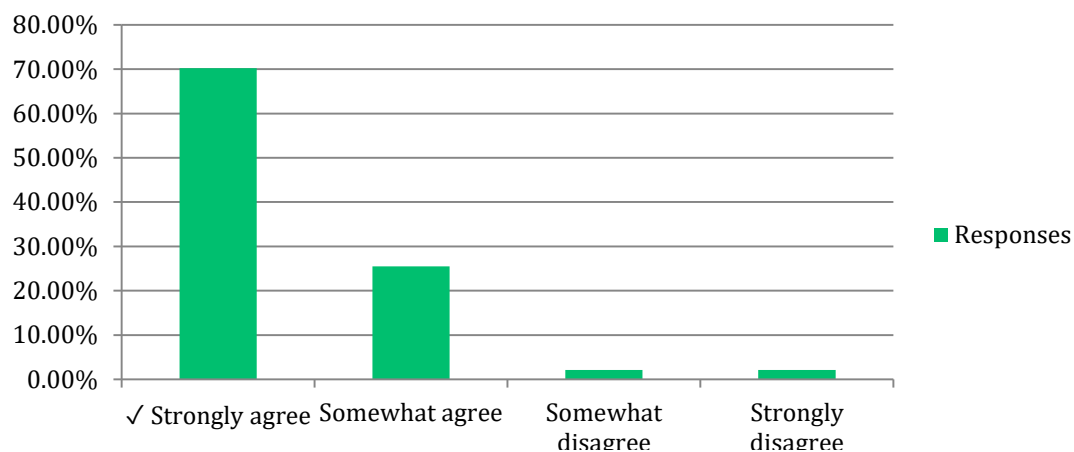


1	They visit us on invitation from us
2	The various electoral networks keep regularly updated on news and programs to foster participant driven learning, which I find great
3	Not as much as we expect
4	Again, we are a low priority for Secretariat resources, and rightly so.
5	In the past few years we have been working closely not only in capacity building of our staff through JEP trainings and also involving our EMB in observer groups.
6	Strong interest yes. Visitation on demand
7	From my end, I have not been in contact with Jonathan and Gabrielle ever since the CEP in October ... however, I believe the CEN are still in contact with Electoral Commissioner
8	See response to Question 4 and apply here.
9	Staff of CS do not visit us in our country
10	The Commonwealth Secretariat, as part of a Commonwealth Observation Group, visited the country on the invitation of the Government for Trinidad and Tobago's 2015 Parliamentary Election.
11	I see the Secretariat only when we have invited them.
12	As the Secretariat communicates primarily with governments directly, information received by other stakeholders, including EMBs, has been inconsistent. Communications received from the Secretariat have at times been quite sporadic with extremely short timelines to respond and confirm participation for events that had not been brought to our attention prior to the official invitation being received. In order to maintain the independence many EMBs have from national governments, it would be critical that initiatives or requests for comments from the Secretariat on issues related to the work of EMBs be addressed directly to them.
13	Depends on definition of 'regularly' – once every 12 months is fair
14	Its staff do not visit us regularly although they take interest for helping us work improvement of democratic culture in our politics.
15	The visits are very cordial, objective oriented, friendly, knowledge sharing and focuses on local needs in-country requirements. Their feedback has been always useful
16	They are now visiting us

### Question 9. The Commonwealth Secretariat is knowledgeable about democracy promotion.

Answer choices	Score	Responses	
Strongly agree	4/4	70.21%	33
Somewhat agree	3/4	25.53%	12
Somewhat disagree	2/4	2.13%	1
Strongly disagree	1/4	2.13%	1
Any additional comments from you?			7
		Answered	47
		Skipped	0

### The Commonwealth Secretariat is knowledgeable about democracy promotion.

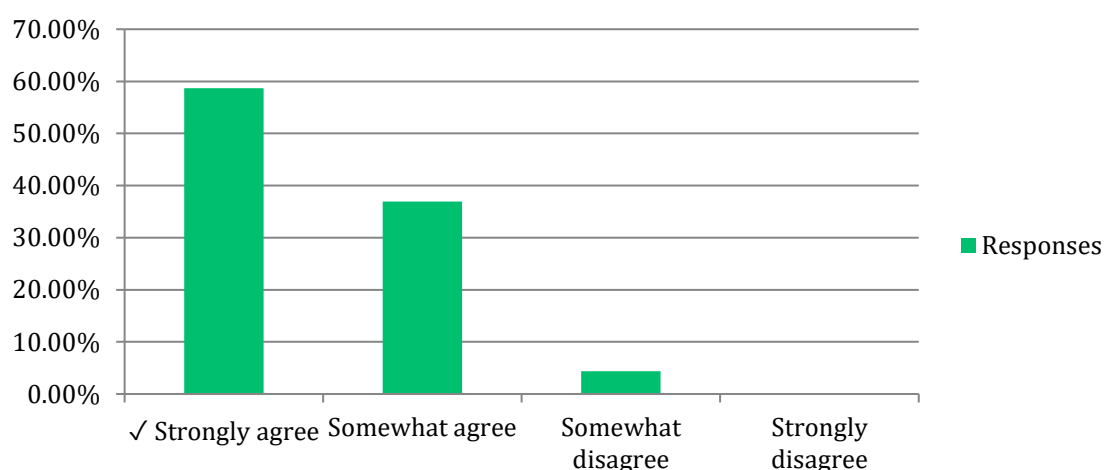


1	Perhaps it is shown in other partner countries not PNG
2	Through the work they have done in different countries and regions of the world.
3	In my notion, Commonwealth Secretariat is the only organisation that has been active in promotion of democracies and has sufficient knowledge about the democratic process. Its knowledge about democracy is well reflected in the training material developed by the Commonwealth Secretariat London.
4	The independence many EMBs have from national governments is a vital part of their mandates and work. The Secretariat should work towards establishing communication plans for EMBs that differ from those with national governments to allow for democracy promotion initiatives to flourish and to utilise the knowledge base that the Secretariat and Commonwealth member states have on this subject.
5	A strength of the Secretariat
6	It oversees the practice and exercise of democracy taking essence of its value from all over the member countries. Hence it is a knowledgeable office about democracy.
7	This can be seen in their interventions in democratic programmes such as elections

**Question 10. The Commonwealth Secretariat is well positioned to promote peacebuilding and conflict prevention in its work.**

Answer choices	Score	Responses	
Strongly agree	4/4	58.70%	27
Somewhat agree	3/4	36.96%	17
Somewhat disagree	2/4	4.35%	2
Strongly disagree	1/4	0.00%	0
Any additional comments from you?			8
		Answered	46
		Skipped	1

**The Commonwealth Secretariat is well positioned to promote peacebuilding and conflict prevention in its work.**

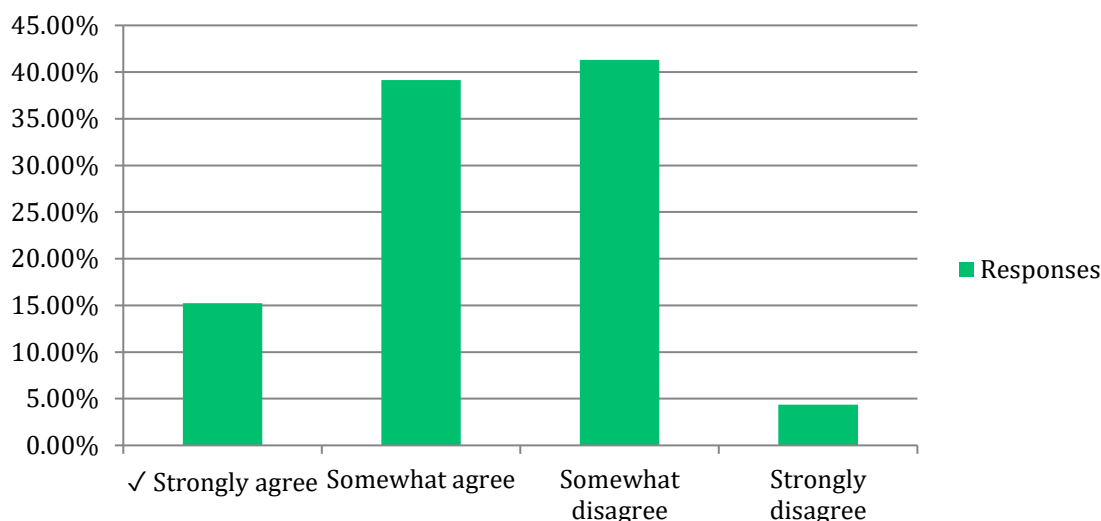


1	I believe it has a strategic position in the world as an authority and a facilitator
2	Having a host of member countries should place the secretariat in a key position to promote the mentioned agenda however they have not realised this
3	In the work I took part in at Vanuatu the Secretariat was well respected and made a contribution to the disputes between the different groups in Parliament.
4	Please note that we do not interact with the Commonwealth Secretariat on these areas, therefore this is outside the scope of our organisation.
5	Promotion is possible, but sometimes ComSec lacks the influence to activate change
6	This Secretariat took keen interest to resolving Rohingya refugee problems that happened in recent years due to influx of Muslim citizens into Bangladesh from Myanmar.
7	it has a wealth of experience in peace building and conflict prevention programmes around the world.

### Question 11. I know a lot about the different aspects of the Commonwealth Secretariat's work.

Answer choices	Score	Responses	
Strongly agree	4/4	15.22%	7
Somewhat agree	3/4	39.13%	18
Somewhat disagree	2/4	41.30%	19
Strongly disagree	1/4	4.35%	2
Any additional comments from you?			12
		Answered	46
		Skipped	1

### I know a lot about the different aspects of the Commonwealth Secretariat's work.

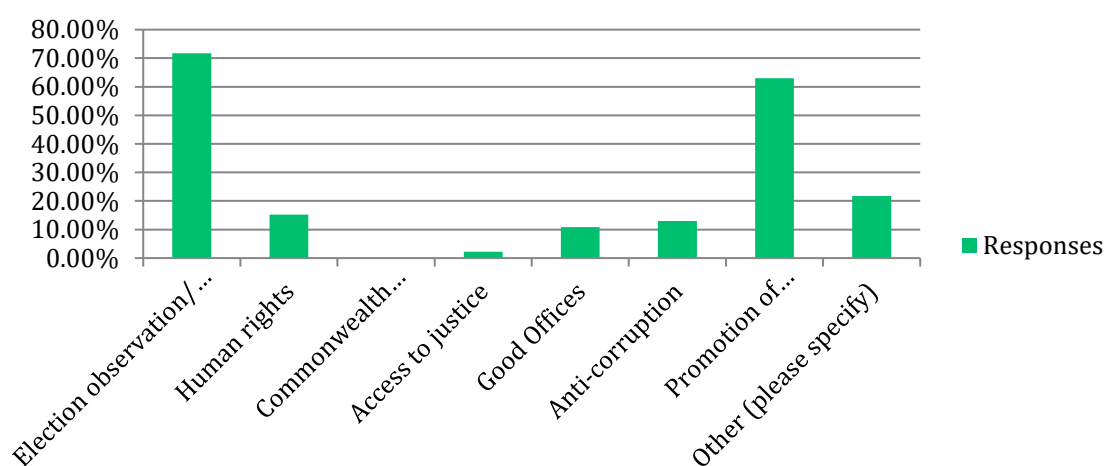


1	Aware but still learning
2	Not a lot is known about ComSec, especially its work in the country, they are more concerned with Small Pacific Islands and regional programs not in PNG
3	I have a relatively limited exposure to the Secretariat's work, particularly over the last few years. Which is a source of regret.
4	I really only know about the election delivery side of ComSec
5	I am only familiar with the democracy aspect
6	I know a few but not a lot
7	Not 'a lot' but some of the programs
8	Regular communication regarding outputs by the Secretariat, especially on elections related initiatives, would help to increase our knowledge on the different aspects of the work of the Secretariat.
9	I have a broad understanding based on over 14 years engaging with ComSec
10	In fact I do not know a lot about Commonwealth Secretariat.
11	Democracy, peacebuilding, accountability, transparency, Rule of Law, human rights and gender empowerment have given high priority by the Commonwealth Secretariat. It is also a requirement for the Government of Sri Lanka.
12	I can talk much in the domain of democracy and elections which is my area of activity.

**Question 12. The service I use most from the Commonwealth Secretariat is (please, make multiple choice if necessary):**

Answer choices	Responses	
Election observation/ technical support	71.74%	33
Human rights	15.22%	7
Commonwealth Ministerial Action Group (CMAG)	0.00%	0
Access to justice	2.17%	1
Good Offices	10.87%	5
Anti-corruption	13.04%	6
Promotion of democratic values and principles	63.04%	29
Other (please specify)	21.74%	10
	Answered	46
	Skipped	1

**The service I use most from the Commonwealth Secretariat is (please, make multiple choice if necessary):**

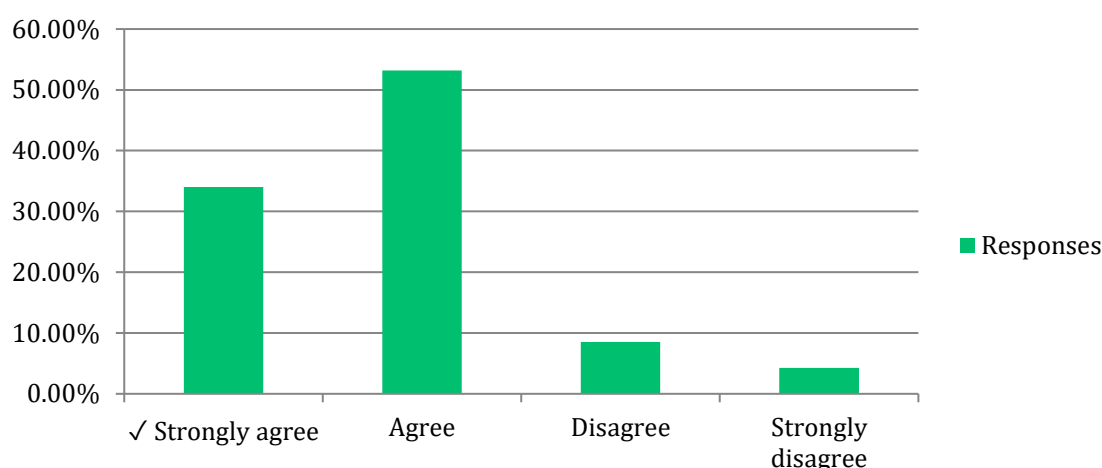


1	Inclusive of democratic election management
2	Non, I just read through their observer group report during the 2017 National Elections apart from that can't say if I used any
3	Training in capacity building for young professionals in the EMBs
4	Blue economy; Climate change (especially the regenerative development programme
5	I don't use any of the above services
6	None of the above.
7	Commonwealth Electoral Network
8	One staff from the Commonwealth Secretariat met me about a year ago. He showed interest of sending Observers during the next general elections. We had request them in a letter to sending the Observers.
9	Climate change, Ocean economy, Trade
10	Capacity building

**Question 13. We learn about good practices from the Commonwealth Secretariat's democracy programmes around the world.**

Answer choices	Score	Responses	
Strongly agree	4/4	34.04%	16
Agree	3/4	53.19%	25
Disagree	2/4	8.51%	4
Strongly disagree	1/4	4.26%	2
Any additional comments from you?			7
		Answered	47
		Skipped	0

**We learn about good practices from the Commonwealth Secretariat's democracy programmes around the world.**

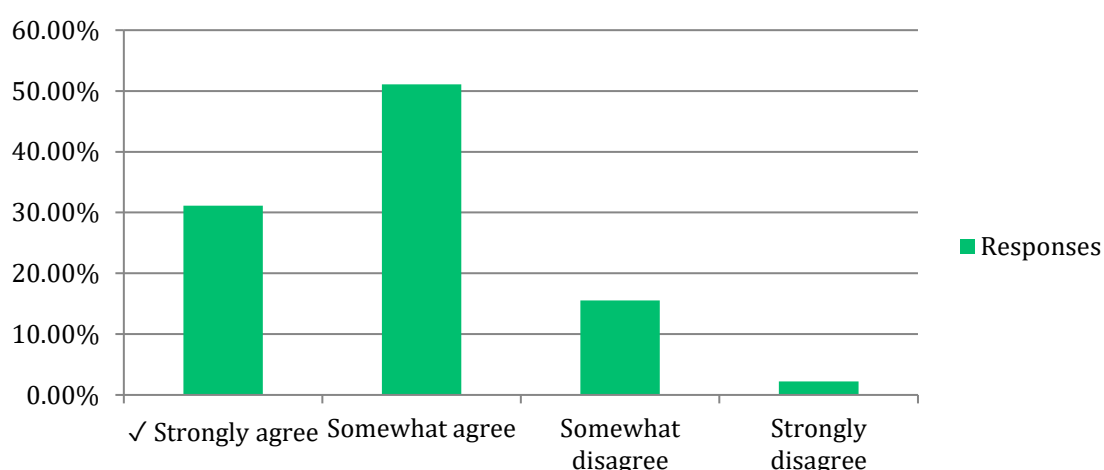


1	We learn but how we implement (at all) depends on each country
2	We really have not been exposed to this.
3	I wish I had had more opportunity to engage with this, but always found it very useful to get both the broader perspectives, and the specific local perspectives when talking to staff from other EMBs.
4	I have participated in two events of the Commonwealth Secretariat. Participants from different commonwealth countries shared good practices with regard to their countries democratic processes which were not only interesting but also we have learnt to adopt their good practices.
5	Some of the good practice guides have been useful and sent to subject matter experts within our organisation. More regular meetings of the CEN would be desirable to allow for meaningful exchange and networking opportunities, as well as increasing the effectiveness of the network.
6	I had a talk with one staff of the Secretariat in London last year and shared information from him. Unfortunately I did not have opportunity of working with them.
7	Very good programmes, where sharing takes precedence. Biennial Conferences with Electoral Management Bodies provide opportunities to meet and share. Great initiative!

**Question 14. I feel I can influence the work of the Commonwealth Secretariat and shape the services it offers.**

Answer choices	Score	Responses	
Strongly agree	4/4	31.11%	14
Somewhat agree	3/4	51.11%	23
Somewhat disagree	2/4	15.56%	7
Strongly disagree	1/4	2.22%	1
Any additional comments from you?			11
		Answered	45
		Skipped	2

**I feel I can influence the work of the Commonwealth Secretariat and shape the services it offers.**



1	I can do so through my EMB, or team
2	No comments
3	No, but I think this is possibly peculiar to the circumstances of my EMB.
4	From a national perspective.
5	The CEN steering board has been mandated to influence the work of the Secretariat and shape the services it offers to EMBs. However, in practice, this has led to mixed results in terms of what can be delivered, leading EMBs to seek out alternative fora to discuss issues of relevance to them.
6	In a limited way only, primarily through engagement and sharing views with key staff
7	I can try doing it when get any opportunity to work with them or with any of programs.
8	Commonwealth Secretariat is more flexible and listening donor partner and they are willing to support local solutions based on ground-level needs expressed by countries.

9	<p>- I would want the Commonwealth to lay more emphasis in building the capacity of Officials and staff of the EMBs of its member countries, especially the young and emerging democracies.</p> <p>- sharpen the election observation activities of the COMSEC, especially expanding the size and extending the period (long and short term missions);</p> <p>- inclusion of management staff in observation missions;</p> <p>- mobilisation of funds for the provision of material assistance to members in need;</p> <p>- development of a training program/curriculum or adoption of an existing curriculum like BRIDGE to the trainings mentioned above.</p>
10	If opportunities are created in our commission for commonwealth programmes
11	I need to expose myself more to better understand the functions and other programs of the Commonwealth.

**Question 15. Do you have any other comments or suggestions regarding the democracy programme of the Commonwealth Secretariat? If so, please use the space below.**

Answered 26

Skipped 21

1	A little more attention could be given in supporting small landlocked countries in strengthening foundations of democracy
2	Not right now
3	I would like to see more avenues to develop junior officers of EMBs, particularly in areas that the EMB is looking to pursue to strengthen it and it's work
4	<p>ComSec has provided some support to our country but has not really had a presence, and is a small player in terms of development cooperation and partnership.</p> <p>As I mentioned they do not have any programs currently run in the country and only have regional programs for small island states. PNG cannot be put in the same basket as other pacific island states, there is an opportunity to further enhance this relationship, however if this does not eventuate than it is not really a loss to our country</p>
5	<p>From me as a strong advocator of democracy in PNG, my office and the country as a whole has not been exposed to the democracy programme by the Secretariat. I have no doubt that once the Secretariat start working closely with my office and on a regular basis then we would develop programs that would really make some difference to the democratic culture in the country. Right now, our relationship with the Secretariat is on an ad hoc basis. I really want to see more regular visits from the Secretariat and for detailed programmes for democracy that we need to develop and implement in PNG.</p>
6	Keep it going!
8	I think you should keep pushing the democracy programme especially here in the Pacific. I know there are some Pacific countries which are in really need of this programme. Some need it for strengthening purposes and some need it to remind them of its importance.
9	Dr Kemmer and her team conduct excellent work. They are very thorough and fearless in their execution
10	Continue to offer trainings for young staff of the EMBs a good investment of knowledge and skills for future conducting of elections (selecting of leaders) throughout

11	I don't know more about democracy programme, as a result I am not in the position to comment.
13	It should be consistent and stationed in all CW countries especially those with emerging democracies. Examples of continuous support is EU DG support through ECES. USAID/IFES. They have Country reps in countries needing assistance
14	<ul style="list-style-type: none"> <li>- Increasing opportunities for exchanges of information between CEN members would greatly increase the effectiveness of the CEN</li> <li>- Ensuring that electoral management bodies are kept aware of changes to the democracy programme that may affect their work and relationship with the Secretariat in a proactive manner</li> <li>- Respecting the independence of EMBs by communicating directly with EMBs instead of national governments</li> <li>- Ensuring that conferences and meetings are announced well ahead of time to reduce risk of logistical issues for participants and allow for meaningful participation</li> <li>- Taking the CEN Steering Board recommendations more into account when making decisions that affect all CEN members and the democracy programme</li> <li>- Clarifying the role of the CEN within the democracy programme</li> </ul>
15	Answers provided on behalf of XXXX, received via e-mail
16	Critical to maintain strong focus on Pacific, and ensure there are experienced staff able to lead engagement with region
17	The Secretariat may like to visit the member countries with general or specific problems/ proposal for helping promote democratic values and establish democratic institutions
18	<p>The programme should also focuses more on strengthening systems including Results Based Management and monitoring and evaluation systems to support accountability and good governance.</p> <p>More support need to be given to strengthen systems and practices in the Northern and Eastern development areas.</p>
19	I have worked with the Commonwealth Secretariat on Observatory Missions and I can say without a doubt that the staff are highly trained and as a result very professional in the service they offer. I have enjoyed every mission and look forward to work with them any time my services are needed.
20	No comments, all programs are beneficial to Kiribati EMB
22	see previous responses.
23	Programmes should not target certain individuals. There should be transparency as how observers are chosen. I also want to be a common wealth observer
24	Regular workshops and forums and follow up actions.
25	Keep building on what has been done.
26	Needs to share more information and knowledge of its program at grassroots level.

# Annex 7

## Democracy screening ranks of the Commonwealth member countries

Country	Freedom in the World Index 2018, compiled by Freedom House					Democracy Index 2017, compiled by the Economist Intelligence Unit (EIU)										The Human Freedom Index, compiled by the Cato Institute, the Fraser Institute and the Liberales Institute at the Friedrich Naumann Foundation for Freedom					
	Freedom status	Political rights	Civil liberties	Freedom rating	Aggregate score	Rank	Score	Electoral process and pluralism	Functioning of government	Political participation	Political culture	Civil liberties	Category	Rule of law	Disappearances, conflicts, and terrorism	Women's security and safety	Security and safety	HUMAN FREEDOM (Score)	HUMAN FREEDOM (Rank)		
Antigua and Barbuda	Free	2	2	2	83	—	—	—	—	—	—	—	—	—	—	—	—	—	—		
Australia	Free	1	1	1	98	8	9.09	10	8.93	7.78	8.75	10	Full democracy	7.89	9.99	10.00	9.87	8.60	5		
The Bahamas	Free	1	1	1	91	—	—	—	—	—	—	—	—	6.63	10.00	—	5.00	7.40	53		
Bangladesh	Partly Free	4	4	4	45	92	5.43	7.42	5.07	5	4.38	5.29	Hybrid regime	3.09	7.80	5.83	7.54	5.92	133		
Barbados	Free	1	1	1	96	—	—	—	—	—	—	—	—	6.97	10.00	—	7.82	6.83	78		
Belize	Free	1	2	1.5	86	—	—	—	—	—	—	—	—	4.02	10.00	—	5.00	6.43	112		
Botswana	Free	3	2	2.5	72	28	7.81	9.17	7.14	6.11	7.5	9.12	Flawed democracy	5.17	10.00	7.50	7.12	7.12	63		
Brunei Darussalam	Not Free	6	5	5.5	28	—	—	—	—	—	—	—	—	5.95	10.00	—	9.90	6.42	115		
Cameroon	Not Free	6	6	6	22	126	3.61	4	2.86	3.89	4.38	2.94	Authoritarian	3.09	1.80	7.47	5.63	5.44	145		
Canada	Free	1	1	1	99	6	9.15	9.58	9.64	7.78	8.75	10	Full democracy	7.70	10.00	10.00	9.78	8.54	11		
Republic of Cyprus	Free	1	1	1	94	35	7.59	9.17	6.43	6.67	6.88	8.82	Flawed democracy	6.86	9.50	10.00	9.66	8.21	25		
Dominica	Free	1	1	1	93	—	—	—	—	—	—	—	—	—	—	—	—	—	—		
Fiji Islands	Partly Free	3	3	3	59	81	5.85	6.58	5.36	6.11	5.63	5.59	Hybrid regime	4.54	10.00	7.50	8.76	7.18	62		
The Gambia	Partly Free	4	5	4.5	41	113	4.06	4.48	3.93	3.33	5.63	2.94	Hybrid regime	4.17	8.00	4.13	6.17	6.35	119		
Ghana	Free	1	2	1.5	83	52	6.69	8.33	5.71	6.67	6.25	6.47	Flawed democracy	5.32	9.50	8.20	9.01	7.10	65		
Grenada	Free	1	2	1.5	88	—	—	—	—	—	—	—	—	—	—	—	—	—	—		
Guyana	Free	2	3	2.5	74	63	6.46	8.75	5.71	6.11	4.38	7.35	Flawed democracy	4.27	9.50	—	5.87	6.53	104		
India	Free	2	3	2.5	77	42	7.23	9.17	6.97	7.22	5.63	7.35	Flawed democracy	4.20	6.94	6.67	7.44	6.55	102		
Jamaica	Free	2	3	2.5	77	38	7.29	9.17	7.14	4.44	6.88	8.82	Flawed democracy	5.19	9.50	10.00	6.50	7.22	59		
Kenya	Partly Free	4	4	4	48	95	5.11	3.5	5.36	6.67	5.63	4.41	Hybrid regime	3.65	6.37	6.60	6.89	6.68	89		
Kiribati	Free	1	1	1	93	—	—	—	—	—	—	—	—	—	—	—	—	—	—		
Lesotho	Partly Free	3	3	3	64	56	6.64	9.17	5	6.67	5.63	6.76	Flawed democracy	4.95	9.43	7.50	5.64	6.63	96		
Malawi	Partly Free	3	3	3	63	89	5.49	6.58	4.29	4.44	6.25	5.88	Hybrid regime	4.93	9.50	7.50	8.76	6.66	91		
Malaysia	Partly Free	4	4	4	45	59	6.54	6.92	7.14	6.11	6.25	7.06	Flawed democracy	5.43	10.00	6.67	8.63	6.61	97		
Malta	Free	1	1	1	92	17	8.15	9.17	8.21	6.11	8.75	8.53	Full democracy	7.09	10.00	—	9.81	8.33	21		
Mauritius	Free	1	2	1.5	89	16	8.22	9.17	8.21	5.56	8.75	9.41	Full democracy	6.61	10.00	8.33	9.08	7.88	39		

[illegible]

Country	Freedom in the World Index 2018, compiled by Freedom House					Democracy Index 2017, compiled by the Economist Intelligence Unit (EIU)					The Human Freedom Index, compiled by the Cato Institute, the Fraser Institute and the Liberales Institute at the Friedrich Naumann Foundation for Freedom								
	Freedom status	Political rights	Civil liberties	Freedom rating	Aggregate score	Rank	Score	Electoral process and pluralism	Functioning of government	Political participation	Political culture	Civil liberties	Category	Rule of law	Disappearances, conflicts, and terrorism	Women's security and safety	Security and safety	HUMAN FREEDOM (Score)	HUMAN FREEDOM (Rank)
Zambia	Partly Free	4	4	4	55	85	5.68	6.17	5	3.89	6.88	6.47	Hybrid regime	4.23	9.50	7.47	8.17	6.43	112
Maximum value within a category		7	6	7	99	144	9	10	10	9	9	10		8	10	10	10	9	145
Minimum value within a category		1	1	1	16	4	3	1	2	2	3	3		3	2	4	4	5	3
Average value within a category		4	3.5	3.75	57.5	74	6.15	5.42	5.75	5.56	5.63	6.47		5.57	5.90	7.07	7.15	7.15	74
Number of the Commonwealth member countries rated		53	53	53	53	34	34	34	34	34	34	34		40	40	33	40	40	40
Number of Commonwealth member countries rated with ranks equal or above the average value		14	16	15	37	16	18	26	15	18	26	19		12	37	24	25	12	23
% of Commonwealth member countries with ranks equal or above the average value		26.42%	30.19%	28.30%	69.81%	47.06%	52.94%	76.47%	44.12%	52.94%	76.47%	55.88%		30.00%	92.50%	72.73%	62.50%	30.00%	57.50%
	31	58.49%	Free								6	17.65%	Full democracy						
	18	33.96%	Partly Free								13	38.24%	Flawed democracy						
	4	7.55%	Not Free								12	35.29%	Hybrid regime						

## Democracy screening ranks of the Commonwealth member countries (continuation)

Country	Press Freedom Index 2017–18, compiled by Reporters Without Borders				Polity Score, compiled by Polity IV Project			
	Rank 2018	Score 2018	Rank 2017	Score 2017	Democracy	Autocracy	Polity data sets	Polity category
Antigua and Barbuda	–	–	–	–	–	–	–	–
Australia	19	15.46	19	16.02	10	0	10	Full Democracy
The Bahamas	–	–	–	–	–	–	–	–
Bangladesh	146	48.62	146	48.36	3	2	1	Open Anocracy
Barbados	–	–	–	–	–	–	–	–
Belize	47	24.55	41	23.43	–	–	–	–
Botswana	48	25.29	48	24.93	8	0	8	Democracy
Brunei Darussalam	153	51.48	156	53.72	–	–	–	–
Cameroon	129	40.92	130	41.59	1	5	-4	Closed Anocracy
Canada	18	15.28	22	16.53	10	0	10	Full Democracy
Republic of Cyprus	25	19.85	30	19.79	10	0	10	Full Democracy
Dominica	–	–	–	–	–	–	–	–
Fiji Islands	57	26.55	67	28.64	3	1	2	Open Anocracy
The Gambia	122	38.36	143	46.7	0	5	-5	Closed Anocracy
Ghana	23	18.41	26	17.95	8	0	8	Democracy
Grenada	–	–	–	–	–	–	–	–
Guyana	55	26.25	60	26.8	8	1	7	Democracy
India	138	43.24	136	42.94	9	0	9	Democracy
Jamaica	6	11.33	8	12.73	9	0	9	Democracy
Kenya	96	30.82	95	31.2	9	0	9	Democracy
Kiribati	–	–	–	–	–	–	–	–
Lesotho	68	28.78	68	28.78	9	1	8	Democracy
Malawi	64	27.43	70	28.97	6	0	6	Democracy
Malaysia	145	47.41	144	46.89	6	1	5	Open Anocracy
Malta	65	27.44	47	24.76	–	–	–	–
Mauritius	56	26.45	56	26.67	–	–	–	–
Mozambique	99	31.12	93	31.05	6	1	5	Open Anocracy
Namibia	26	20.24	24	17.08	6	0	6	Democracy

Country	Press Freedom Index 2017–18, compiled by Reporters Without Borders					Polity Score, compiled by Polity IV Project				
	Rank 2018	Score 2018	Rank 2017	Score 2017		Democracy	Autocracy	Polity data sets	Polity category	
Nauru	–	–	–	–		–	–	–	–	
New Zealand	8	13.62	13	13.98		10	0	10	Full Democracy	
Nigeria	119	37.41	122	39.69		8	1	7	Democracy	
Pakistan	139	43.24	139	43.55		7	0	7	Democracy	
Papua New Guinea	53	26.19	51	25.07		5	0	5	Open Anocracy	
Rwanda	156	52.9	159	54.11		0	3	-3	Closed Anocracy	
St Kitts and Nevis	–	–	–	–		–	–	–	–	
St Lucia	–	–	–	–		–	–	–	–	
St Vincent and the Grenadines	–	–	–	–		–	–	–	–	
Samoa	22	16.69	21	16.41		–	–	–	–	
Seychelles	85	30.17	87	30.86		–	–	–	–	
Sierra Leone	79	29.98	85	30.73		8	1	7	Democracy	
Singapore	151	50.95	151	51.1		2	4	-2	Closed Anocracy	
Solomon Islands	–	–	–	–		9	1	8	Democracy	
South Africa	28	20.39	31	20.12		9	0	9	Democracy	
Sri Lanka	131	41.37	141	44.34		7	1	6	Democracy	
Kingdom of eSwatini	152	51.46	152	51.27		0	9	-9	Autocracy	
Tonga	51	25.68	49	24.97		–	–	–	–	
Trinidad and Tobago	39	22.79	34	20.62		10	0	10	Full Democracy	
Tuvalu	–	–	–	–		–	–	–	–	
Uganda	117	36.77	112	35.94		1	2	-1	Closed Anocracy	
United Kingdom	40	23.25	40	22.26		10	0	10	Full Democracy	
United Republic of Tanzania	93	30.65	83	30.65		4	1	3	Open Anocracy	
Vanuatu	–	–	–	–		–	–	–	–	
Zambia	113	35.36	114	36.48		6	0	6	Democracy	
Maximum value within a category	156	53	159	54		10	9	10		
Minimum value within a category	6	11	8	13		0	0	-9		
Average value within a category	81	32.12	83.5	33.42		5	4.5	0.5		

Country	Press Freedom Index 2017–18, compiled by Reporters Without Borders					Polity Score, compiled by Polity IV Project				
	Rank 2018	Score 2018	Rank 2017	Score 2017		Democracy	Autocracy	Polity data sets	Polity category	
Number of Commonwealth member countries rated	40	40	40	38		34	34	34		
Number of Commonwealth member countries rated with ranks equal or above the average value	18	14	18	13		25	3	28		
% of the Commonwealth member countries with ranks equal or above the average value	45.00%	35.00%	45.00%	34.21%		73.53%	8.82%	82.35%		
							6	17.65%	Full Democracy	
							16	47.06%	Democracy	
							6	17.65%	Open Anocracy	
							5	14.71%	Closed Anocracy	
							1	2.94%	Autocracy	

# Annex 8

The Commonwealth member countries' gender issues screening through different world indexes

Country	Human Development Index 2015, compiled by UNDP		Gender Development Index 2015, compiled by UNDP		Gender Inequality Index and Subindexes 2015, compiled by UNDP												Gender Equity Index and Subindexes 2012, compiled by Social Watch					Global Gender Gap Index 2016, compiled by the World Economic Forum	
	Rank	Group	Value	Group	Gender Inequality Index		Maternal mortality ratio	Share of seats in parliament	Adolescent birth rate (births per 1,000 women aged 15–19)	Population with secondary education (% aged 25 years and older)		Labour force participation rate (% aged 15 years and older)	Gender Equity Index	Education	Economic activity	Female empowerment	Rank	Score					
					Value	Rank				(deaths per 100,000 live births)	(% held by women)								Female 2005–15	Male 2005–15	Female	Male	
Antigua and Barbuda	62	HIGH HUMAN DEVELOPMENT	–	–	–	–	–	25.7	44.8	–	–	–	–	–	–	–	–	–					
Australia	2	VERY HIGH HUMAN DEVELOPMENT	0.978	1	0.120	24	6	30.5	14.1	91.4	91.5	58.6	70.9	0.8	1	0.83	0.57	46	0.721				
The Bahamas	58	HIGH HUMAN DEVELOPMENT	–	–	0.362	77	80	16.7	29.6	87.4	87.6	69.4	79.1	–	1	–	0.34	37	0.729				
Bangladesh	139	MEDIUM HUMAN DEVELOPMENT	0.927	3	0.520	119	176	20.0	83.0	42.0	44.3	43.1	81.0	0.55	0.81	0.65	0.18	72	0.698				
Barbados	54	HIGH HUMAN DEVELOPMENT	1.006	1	0.291	59	27	19.6	40.7	93.0	90.6	62.4	70.7	–	–	–	–	28	0.739				
Belize	103	HIGH HUMAN DEVELOPMENT	0.967	2	0.375	81	28	13.3	65.9	77.9	77.4	56.3	83.6	0.69	1	0.62	0.46	98	0.676				
Botswana	108	MEDIUM HUMAN DEVELOPMENT	0.984	1	0.435	95	129	9.5	32.3	85.1	86.7	73.4	81.3	0.73	1	0.78	0.41	54	0.715				
Brunei Darussalam	30	VERY HIGH HUMAN DEVELOPMENT	0.986	1	–	–	23	–	21.0	67.7	69.6	51.0	75.3	0.72	0.99	0.78	0.39	103	0.669				
Cameroon	153	LOW HUMAN DEVELOPMENT	0.853	5	0.568	138	596	27.1	104.6	31.7	37.9	71.0	81.1	0.41	0.65	0.44	0.15	85	0.684				
Canada	10	VERY HIGH HUMAN DEVELOPMENT	0.983	1	0.098	18	7	28.3	9.8	100.0	100.0	61.0	70.3	0.8	1	0.83	0.57	35	0.731				
Republic of Cyprus	33	VERY HIGH HUMAN DEVELOPMENT	0.979	1	0.116	21	7	12.5	5.0	77.0	82.7	57.5	70.2	0.68	0.95	0.76	0.32	84	0.684				
Dominica	96	HIGH HUMAN DEVELOPMENT	–	–	0.470	107	92	19.1	–	57.2	55.5	52.3	78.7	–	1	–	0.6	–	–				
Fiji Islands	91	HIGH HUMAN DEVELOPMENT	–	–	0.358	75	30	16.0	44.8	73.9	66.5	37.0	71.3	–	–	–	–	–	–				
The Gambia	173	LOW HUMAN DEVELOPMENT	0.878	5	0.641	148	706	9.4	113.0	25.3	39.1	72.2	82.7	0.59	0.79	0.71	0.26	104	0.667				
Ghana	139	MEDIUM HUMAN DEVELOPMENT	0.899	5	0.547	131	319	10.9	66.8	51.8	68.5	75.5	78.5	0.62	0.79	0.88	0.19	59	0.705				
Grenada	79	HIGH HUMAN DEVELOPMENT	–	–	–	–	27	25.0	30.5	–	–	–	–	–	–	–	–	–	–				
Guyana	127	MEDIUM HUMAN DEVELOPMENT	0.943	3	0.508	117	229	30.4	88.0	68.1	53.2	41.8	77.2	0.64	0.98	0.39	0.57	–	–				
India	131	MEDIUM HUMAN DEVELOPMENT	0.819	5	0.530	125	174	12.2	24.5	35.3	61.4	26.8	79.1	0.37	0.66	0.33	0.12	87	0.683				
Jamaica	94	HIGH HUMAN DEVELOPMENT	0.975	2	0.422	93	89	16.7	59.7	67.1	59.4	57.7	72.2	0.63	0.97	0.75	0.16	42	0.724				
Kenya	146	MEDIUM HUMAN DEVELOPMENT	0.919	4	0.565	135	510	20.8	90.9	27.8	34.1	62.1	72.1	0.58	0.86	0.75	0.14	63	0.702				
Kiribati	137	MEDIUM HUMAN DEVELOPMENT	–	–	–	–	90	8.7	17.2	–	–	–	–	–	0.96	–	0.06	–	–				
Lesotho	160	LOW HUMAN DEVELOPMENT	0.962	2	0.549	132	487	24.8	92.7	23.6	22.5	59.2	73.9	0.72	1	0.83	0.34	57	0.706				

Country	Human Development Index 2015, compiled by UNDP		Gender Development Index 2015, compiled by UNDP		Gender Inequality Index and Subindexes 2015, compiled by UNDP										Gender Equity Index and Subindexes 2012, compiled by Social Watch				Global Gender Gap Index 2016, compiled by the World Economic Forum	
	Rank	Group	Value	Group	Gender Inequality Index	Rank	(deaths per 100,000 live births)	(% held by women)	Adolescent women aged 15–19 (births per 1,000)	Population with at least some secondary education (% aged 25 years and older)	Male 2005–15	Female Labour force participation rate (% aged 15 years and older)	Gender Equity Index	Education	Economic activity	Female empowerment	Rank	Score		
Malawi	170	LOW HUMAN DEVELOPMENT	0.921	4	0.614	145	634	16.7	136.2	14.9	24.2	81.2	80.8	0.59	0.89	0.57	0.32	67	0.7	
Malaysia	59	HIGH HUMAN DEVELOPMENT	–	–	0.291	59	40	13.2	13.6	75.4	79.1	49.3	77.6	0.56	0.98	0.4	0.31	106	0.666	
Malta	33	VERY HIGH HUMAN DEVELOPMENT	0.923	4	0.217	44	9	12.9	16.6	72.7	81.2	38.8	66.0	0.63	1	0.58	0.31	108	0.664	
Mauritius	64	HIGH HUMAN DEVELOPMENT	0.954	2	0.380	82	53	11.6	28.5	57.0	62.0	46.8	74.9	0.67	0.98	0.59	0.42	113	0.652	
Mozambique	181	LOW HUMAN DEVELOPMENT	0.879	5	0.574	139	489	39.6	139.7	2.8	8.0	82.5	75.4	0.58	0.59	0.68	0.48	21	0.75	
Namibia	125	MEDIUM HUMAN DEVELOPMENT	0.986	1	0.474	108	265	37.7	76.8	38.1	39.0	55.7	63.3	0.77	1	0.76	0.54	14	0.765	
Nauru	–	–	–	–	–	–	–	5.3	–	–	–	–	–	–	–	–	–	–	–	
New Zealand	13	VERY HIGH HUMAN DEVELOPMENT	0.963	2	0.158	34	11	31.4	23.6	98.8	98.7	62.4	73.1	0.82	1	0.83	0.63	9	0.781	
Nigeria	152	LOW HUMAN DEVELOPMENT	0.847	5	–	–	814	5.8	110.6	–	–	48.4	64.0	–	0.6	0.38	–	118	0.643	
Pakistan	147	MEDIUM HUMAN DEVELOPMENT	0.742	5	0.546	130	178	20.0	38.7	26.5	46.1	24.3	82.2	0.29	0.55	0.19	0.14	143	0.556	
Papua New Guinea	154	LOW HUMAN DEVELOPMENT	–	–	0.595	143	215	2.7	54.8	8.8	14.7	69.6	71.0	0.6	0.89	0.88	0.02	–	–	
Rwanda	159	LOW HUMAN DEVELOPMENT	0.992	1	0.383	84	290	57.5	26.3	10.5	16.4	86.4	83.2	0.77	0.84	0.72	0.74	5	0.8	
St Kitts and Nevis	74	HIGH HUMAN DEVELOPMENT	–	–	–	–	–	13.3	–	–	–	–	–	–	–	–	–	–	–	
St Lucia	92	HIGH HUMAN DEVELOPMENT	0.986	1	0.354	74	48	20.7	53.9	48.2	42.0	63.1	76.5	–	–	–	–	–	–	
St Vincent and the Grenadines	99	HIGH HUMAN DEVELOPMENT	–	–	–	–	45	13.0	51.0	–	–	56.3	77.2	–	–	–	–	–	–	
Samoa	104	HIGH HUMAN DEVELOPMENT	–	–	0.439	97	51	6.1	25.0	77.8	70.4	23.1	58.0	–	–	–	–	–	–	
Seychelles	63	HIGH HUMAN DEVELOPMENT	–	–	–	–	–	43.8	57.4	–	–	–	–	–	–	–	–	–	–	
Sierra Leone	179	LOW HUMAN DEVELOPMENT	0.871	5	0.650	151	1,360	12.4	118.2	16.8	29.7	65.0	68.6	0.44	0.33	0.87	0.11	–	–	
Singapore	5	VERY HIGH HUMAN DEVELOPMENT	0.985	1	0.068	11	10	23.9	3.8	75.5	81.9	58.2	76.4	0.69	0.94	0.71	0.4	55	0.712	
Solomon Islands	156	LOW HUMAN DEVELOPMENT	–	–	–	–	114	2.0	48.4	–	–	61.1	73.5	–	–	–	–	–	–	
South Africa	119	MEDIUM HUMAN DEVELOPMENT	0.962	2	0.394	90	138	41.2	45.5	73.7	76.2	46.2	60.2	0.79	0.98	0.74	0.66	15	0.764	
Sri Lanka	73	HIGH HUMAN DEVELOPMENT	0.934	3	0.386	87	30	4.9	14.8	80.2	80.6	30.2	75.6	0.62	0.97	0.58	0.31	100	0.673	
Kingdom of eSwatini	148	LOW HUMAN DEVELOPMENT	0.853	5	0.566	137	389	14.7	70.4	27.3	30.5	40.0	64.2	0.65	0.93	0.73	0.31	107	0.665	

Country	Human Development Index 2015, compiled by UNDP		Gender Development Index 2015, compiled by UNDP		Gender Inequality Index and Subindexes 2015, compiled by UNDP										Gender Equity Index and Subindexes 2012, compiled by Social Watch					Global Gender Gap Index 2016, compiled by the World Economic Forum	
	Rank	Group	Value	Group	Gender Inequality Index		Maternal mortality ratio	Share of seats in parliament	Adolescent birth rate	Population with at least some secondary education (% aged 25 years and older)	Labour force participation rate (% aged 15 years and older)	Gender Equity Index	Education	Economic activity	Female empowerment	Rank	Score				
					Value	Rank	(deaths per 100,000 live births)	(% held by women)	(births per 1,000 women aged 15–19)	Female 2005–15	Male 2005–15	Female	Male								
Tonga	101	HIGH HUMAN DEVELOPMENT	0.969	2	0.659	152	124	0.0	15.2	91.2	91.1	52.8	74.0	—	—	—	—				
Trinidad and Tobago	65	HIGH HUMAN DEVELOPMENT	1.004	1	0.324	67	63	31.5	31.5	70.6	68.4	52.6	73.6	0.78	0.99	0.72	0.64				
Tuvalu	—	—	—	—	—	—	—	6.7	—	—	—	—	—	—	—	—	—				
Uganda	163	LOW HUMAN DEVELOPMENT	0.878	5	0.522	121	343	35.0	111.9	25.9	32.1	82.3	87.7	0.63	0.82	0.59	0.48				
United Kingdom	16	VERY HIGH HUMAN DEVELOPMENT	0.964	2	0.131	28	9	26.7	14.6	81.3	84.6	56.9	68.7	0.76	1	0.81	0.47				
United Republic of Tanzania	151	LOW HUMAN DEVELOPMENT	0.937	3	0.544	129	398	36.0	118.6	10.1	15.3	74.0	83.3	0.6	0.71	0.68	0.42				
Vanuatu	134	MEDIUM HUMAN DEVELOPMENT	—	—	—	—	78	0.0	43.1	—	—	61.6	80.5	—	—	—	—				
Zambia	139	MEDIUM HUMAN DEVELOPMENT	0.924	4	0.526	124	224	12.7	90.4	52.3	48.9	69.8	80.9	0.49	0.78	0.49	0.18				
Maximum value within a category			1.006	5	0.659	152	1360	57.5	139.7	100	100.0	86.4	87.7	0.82	1.00	0.88	0.74				
Minimum value within a category			0.742	1	0.068	11	6	0.0	3.8	3	8.0	23.1	58.0	0.29	0.33	0.19	0.02				
Average value within a category			0.874	3	0.363	81.5	683	28.77	71.77	51.38	54.02	54.77	72.84	0.56	0.67	0.54	0.38				
Number of Commonwealth member countries rated			37	37	41	41	48	52	49	42	42	46	46	35	39	36	38				
Number of Commonwealth member countries rated with ranks equal or above the average value			32	18	29	27	3	11	14	25	24	29	30	29	33	29	18				
% of Commonwealth member countries with ranks equal or above the average value			86.49%	48.65%	70.73%	65.85%	6.25%	21.15%	28.57%	59.52%	57.14%	63.04%	65.22%	82.86%	84.62%	80.56%	47.37%				

# Annex 9

## Lists of fragile countries, including Commonwealth member countries

List 1. Fragile and conflict-affected situations according to the World Bank	List 2. Countries of high or moderate fragility according to the DfID
Afghanistan	Afghanistan
Burundi	Angola
Central African Republic	Azerbaijan
Chad	<b>Bangladesh</b>
Comoros	Burundi
Congo, Dem. Rep.	Central African Republic
Cote D'Ivoire	Chad
Djibouti	Congo (Democratic Republic of The)
Eritrea	Egypt
<b>The Gambia</b>	Eritrea
Guinea-Bissau	Ethiopia
Haiti	Guinea
Iraq	Guinea-Bissau
<b>Kiribati</b>	Haiti
Kosovo	Iraq
Lebanon	<b>Kenya</b>
Liberia	Kyrgyz Republic
Libya	Lebanon
Madagascar	Libya
Mali	Mali
Marshall Islands	Myanmar
Micronesia, Fed. Sts.	<b>Nigeria</b>
Myanmar	<b>Pakistan</b>
<b>Papua New Guinea</b>	Somalia
<b>Sierra Leone</b>	South Sudan
<b>Solomon Islands</b>	Sudan
Somalia	Syrian Arab Republic
South Sudan	Tajikistan
Sudan	Turkmenistan
Syrian Arab Republic	Uzbekistan
Togo	Yemen
<b>Tuvalu</b>	Zimbabwe
West Bank and Gaza	
Yemen, Rep.	
Zimbabwe	
<b>*Commonwealth member countries marked in bold.</b>	

# Endnotes

1. As advised by staff member at validation meeting at the Secretariat on 16 October 2018.
2. Overseas Development Administration, Taking Account of Good Government, London, 1993.
3. Commonwealth Secretariat Revised Strategic Plan 2013/14–2016/17.
4. 2013 Charter of The Commonwealth, Article 1: 'We recognise the inalienable right of individuals to participate in democratic processes, in particular through free and fair elections in shaping the society in which they live. Governments, political parties and civil society are responsible for upholding and promoting democratic culture and practices and are accountable to the public in this regard. Parliaments and representative local governments and other forms of local governance are essential elements in the exercise of democratic governance. We support the role of the Commonwealth Ministerial Action Group to address promptly and effectively all instances of serious or persistent violations of Commonwealth values without any fear or favour.'
5. Commonwealth Secretariat Six Monthly Progress Report January–June 2016.

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The Commonwealth

# Evaluation of the Commonwealth Secretariat's Democracy Programme

2013/14 - 2016/17

Management Response



The Commonwealth

<b>Evaluation title</b>	<b>Evaluation of the Commonwealth Secretariat's Democracy Programme 2013/14 - 2016/17</b>
<b>Evaluation Published</b>	<b>February 2019</b>
<b>Management response prepared by</b>	<b>Governance and Peace Directorate</b>
<b>Management response approved by</b>	<b>Senior Management Committee</b>

### Overall comments

The Governance and Peace Directorate (GPD) takes note of the Report on the evaluation of the Secretariat's Democracy Programme for the period July 2013/14 to June 2016/17. GPD recognises the importance of an independent evaluation of the Secretariat's support in democracy in 2013/14 - 2016/17 'to assess the relevance, efficiency, effectiveness, sustainability and impact in meeting the needs of the Member States.' This is particularly important for ensuring best possible support to Member States and learning lessons to improve the work of the Secretariat. GPD welcomes some elements of this report, which seek to strengthen the work of the Directorate and will endeavour to implement the practical recommendations made.

However, with due consideration to the mandate of the Commonwealth Secretariat as a political intergovernmental organisation which implements its work in accordance with the consensus positions of Member States, there are some elements of the report which lack practicality and do not appear to take into account the full scope of our democracy work. It should be noted that the Commonwealth Secretariat is a unique international organisation, which is clearly stated in paragraph four of the Revised Agreed Memorandum on the Commonwealth Secretariat.<sup>1</sup>

GPD also notes that the definition of democratic governance adopted by the evaluator included areas such as accountability, transparency, separation of powers, equality and freedom of the press which are so broad and did not form part of his inquiry that it would not have been possible to identify the relevant impact of the Secretariat's democracy work on these aspects of democratic governance.

The report rightly underscores that "the assessment of impact in the field of democratic governance is widely recognised as something that is a long-term endeavour and cannot be meaningfully assessed as part of a short evaluation." In this regard, GPD wishes to point out that its work spanning the period from 2013/14 to 2016/17 has not been sufficiently articulated in this evaluation exercise.

<sup>1</sup> "The Secretary-General and Secretariat staff should approach their task bearing in mind that the Commonwealth is an association which enables countries in different regions of the world, consisting of a variety of races and representing a number of interests and points of view, to exchange opinions in a friendly, informal and intimate atmosphere. The organisation and functions of the Commonwealth Secretariat should be so designed as to assist in supporting and building on these fundamental elements in the Commonwealth association. At the same time the Commonwealth is not a formal organisation. It does not encroach on the sovereignty of individual members. Nor does it require its members to seek to reach collective decisions or to take united action. Experience has proved that there are advantages in such informality. It enables its members to adapt their procedures to meet changing circumstances; conversely there would be disadvantages in establishing too formal procedures and institutions in the association."

**Recommendation 1**

Clarify for the Commonwealth Secretariat concepts for democracy and popularise the principles and values in the Charter with an awareness campaign aimed at adults (posters, radio, inclusion in all activities), clarifying and promoting understanding of the meaning of the terms such as transparency, inclusive and accountable government.

**Management Response****PARTIALLY AGREED**

The Secretariat seeks to promote the core values and principles of the Commonwealth as enunciated in the Charter. The Secretariat supports member states to strengthen and build governance institutions in order to uphold the Commonwealth principles and values. Therefore, it would not be appropriate to hold an “awareness campaign” as the definitions are not fixed.

**Recommendation 2**

Consider the overall spend in the promotion of democratic governance and adjust budgets to reflect the importance of different priorities, including the promotion of the values in the Charter. This may involve a reduction in the share that observation of elections is currently allocated.

**Management Response****NOT ACCEPTED**

This is not appropriate, given dwindling core funding for elections. Electoral support work is now mostly funded from extra-budgetary resources (EBRs). Although the number of requests from member states for election observation is increasing, the Secretariat does not have the financial and human resources capacity to observe every election. Furthermore, the Secretariat has adopted a cycle approach to its electoral support work, focusing on pre-election, elections and post-election follow-up. This was evident in the engagements in Lesotho and Zambia.

**Recommendation 3**

Consider improving the value of election observations as an assessment and entry point by building on the Revised Guidelines on Election Observations and using a process approach to strengthening the link with democratic governance by including democratic governance scans before or during election observation missions. The scan will not rank or aim at confronting member countries, but in the same spirit in which the observation is conducted - it will raise concerns broader than the elections when the report is produced

**Management Response****NOT ACCEPTED**

The concept of a democratic governance scan is not part of what Member States agreed in the Revised Guidelines for Election Observation in Commonwealth member states. Indeed, several Member States spoke out against any such proposal during the negotiations of the revised guidelines. Achieving a consensus on such a controversial proposal would prove challenging. In its very nature, assessing the status of democracy in Member States, election observation is an entry point for political engagement by the Secretariat. For example, recent Good Offices engagements, which saw Special Envoys appointed for Lesotho and Swaziland under

	the previous Secretary-General, arose from observing elections in those countries.
<b>Recommendation 4</b>  <b>With election observation reports, consider making recommendations at different levels to different actors, including the executive, Parliament and other bodies, as election management bodies often do not have the influence or budget to reform without support from senior people in government.</b>	
<b>Management Response</b>	<b>AGREED</b>  With the Secretariat's RBM culture becoming more entrenched, COG Recommendations are already being increasingly directed to different actors, including the executive, parliament, EMBs, political parties etc. However, there is room for improvement in terms of ensuring that recommendations are sharper, more focused and clearly directed at the relevant change makers. The Secretariat has already commenced this approach in its follow-up work with various stakeholders after the publication of COG reports. It should be understood that recommendations are not binding on sovereign Member States. It is for this reason that the Revised Commonwealth Guidelines for the Conduct of Election Observation in Member States advocate for some form of domestic mechanism to be in place in each member country to review the conduct of an election and to take forward prospective reforms as required.
<b>Recommendation 5</b>  <b>The Commonwealth Secretariat consider its roles in light of decreasing funding and the roles of other organisations in this field and perhaps avoid trying to be operational with implementation (even with technical CFTC funds), focussing instead on the core role of facilitating, convening, information sharing and a catalytic role (which does not exclude technical support but it is more about how it is used)</b>	
<b>Management Response</b>	<b>DEFERRED</b>  This matter is currently under consideration by the High Level Group.
<b>Recommendation 6</b>  <b>Consider management roles and revision of job descriptions to include strategic and country priorities, linking management decision making with a results orientation and strategic priorities, supported with performance management and reward incentives.</b>	
<b>Management Response</b>	<b>AGREED</b>  Country and strategic priorities should be detailed in staff work plans, which is a sufficient mechanism to meet this recommendation. Regional priorities, the status quo in current job descriptions, is a more prudent approach. However, there is room for updating job descriptions going forward to capture the results orientation culture that is taking root within the Secretariat. Likewise, the links between management decision making, results orientation

	and a performance management system that includes reward incentives can be strengthened.
<b>Recommendation 7</b>	
Include in all job descriptions the requirement to produce short ‘success stories’ or good practices or lessons learned pieces, perhaps quarterly or six monthly to show results and impact on the Commonwealth Secretariat’s effects on real democratic governance problems in a country context.	
<b>Management Response</b>	<b>PARTIALLY AGREED</b>
	While it would not be appropriate for job descriptions to change to reflect this, it can be integrated into staff work plans. This could strengthen the culture of accountability, ownership and results orientation in the Secretariat. Such pieces would also feed into the Secretariat’s six-monthly reports currently coordinated by the Strategy Portfolio and Partnership Division (SPPD).
<b>Recommendation 8</b>	
Those assigned responsibilities for ensuring implementation of the Strategic Plan in the Commonwealth Secretariat either need to be given the authority to make management decisions or those making management decisions do so with the strategic priorities aligned. In other words, the implementation of the Strategic Plan and the Secretary-General’s vision should not be left to individual initiative but be a requirement for which all staff are managed and rewarded.	
<b>Management Response</b>	<b>AGREED</b>
	This is being examined by the internal governance review.
<b>Recommendation 9</b>	
The conflict prevention and peacebuilding role of the Commonwealth Secretariat needs definition and budget to build capacity of staff and member states to analyse local conflicts and apply good practice.	
<b>Management Response</b>	<b>AGREED</b>
	The Commonwealth Charter, CMAG mandate and the Secretary-General’s Good Offices, guides the Secretariat’s conflict prevention and peacebuilding role. Heads at their meeting in April 2018, acknowledged the importance of “strengthening the Secretary-General’s Good Offices and its capacity to support national requests for peace building to enable sustainable peace and security, through the establishment and strengthening of national peace and dialogue processes.” Enhanced budget would enable strengthened technical support to Member States in conflict prevention and peacebuilding in alignment with the 2030 Agenda for Sustainable Development.

**Recommendation 10**

**Ensure good cooperation both with other Commonwealth organisations as well as local and regional actors and to see this encouraged and rewarded as an important good practice.**

**Management Response****AGREED**

This is already being done (but not rewarded), by the partnership function in SPPD that promotes the Commonwealth family. A good example is the Togo membership process, which benefitted from engagement with the Commonwealth Foundation and the Commonwealth Local Government Forum.

**Recommendation 11**

**Member states ensure the Commonwealth Secretariat has the necessary levels of funding, expertise, monitoring of results and autonomy to show results at a country level and make meaningful contributions to the democratic values set out in the Commonwealth Charter.**

**Management Response****AGREED**

This is subject to member states' approval and HLG report.

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