

CEPAL/CARIB 82/9

ORIGINAL: English

Date: 19 July 1982

ECONOMIC COMMISSION FOR LATIN AMERICA
Subregional Office for the Caribbean



ACTION CONSEQUENT ON CDCC RESOLUTION 11(VI)
"INCREASED ECLA SUPPORT TO EASTERN CARIBBEAN COUNTRIES"



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ACTION CONSEQUENT ON CDCC RESOLUTION 11(VI)
"INCREASED ECLA SUPPORT TO EASTERN CARIBBEAN COUNTRIES"

I

BACKGROUND AND INITIAL CONSIDERATIONS

At the Sixth Session of the Caribbean Development and Co-operation Committee (CDCC)^{1/} the Ministers adopted Resolution 11(VI) - "Increased Support to Eastern Caribbean Countries". The Resolution made reference to the need to support the development efforts of the Less-Developed Countries of the Eastern Caribbean; reaffirmed the importance of integration as a strategy for achieving development in the Eastern Caribbean; and welcomed the formation of the Organization of Eastern Caribbean States (OECS). Its operative paragraph requested the Executive Secretary of ECLA to undertake early consultations with OECS member countries with a view to establishing the most appropriate relationship with OECS. The text of the Resolution is attached as Appendix I.

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2. In response to the Resolution, ECLA's Executive Secretary requested the then Director of the ECLA/CDCC Office to assume responsibility for initiating its implementation. Accordingly, consultations were held with the OECS Secretariat and with Ministers and Officials in the Governments of Antigua, Dominica, Grenada, St. Kitts-Nevis, St. Lucia and St. Vincent and the Grenadines. The terms of reference for these missions were precisely as stipulated in the Resolution - "to determine the nature of the special relationship that should be established with the OECS". However, the opportunity was taken to obtain some advance views on the content of the related activities, and the suitable mechanism for giving effect to the special relationship.

^{1/} Grenada, 4-10 November 1981 and New York, 3-4 February 1982.

3. During the course of these consultations, it was brought to mind that as long ago as November 1970, Ministers of those Eastern Caribbean States had formally recommended "... that the ECLA be requested to establish a United Nations presence in the Associated States with a view to the provision of technical experts who would reside and work in more immediate contact with the people and areas they are intended to serve".^{2/} Further, it was pointed out that account should be taken of the United Nations General Assembly Resolutions requiring that "Special Actions be taken to assist Antigua, St. Kitts-Nevis-Anguilla, St. Lucia, St. Vincent and Grenada".^{3/} In addition, the General Assembly Resolution on "Action Programme in favour of Developing Island Countries" had also to be taken into account.^{4/}

2/ See Appendix II.

3/ General Assembly Resolutions 32/186 (19 December 1977); 32/152 (20 December 1978); 34/204 (19 December 1979); 34/118 (14 December 1979); 34/194 (13 February 1980); 35/101 (5 December 1980); 35/102 (5 December 1980).

4/ General Assembly Resolution 34/205 (19 December 1979).

Also, in its Resolution 32/184 of 19 December 1977, the General Assembly urged all organizations in the United Nations System to continue to identify and implement, within their respective spheres of competence, appropriate specific action in favour of developing island countries, in accordance with the recommendations in Resolution 98(IV) of the United Nations Conference on Trade and Development, in particular those concerning the fields of transport and communications, trade and commercial policies, industrialization, tourism, the transfer of technology, marine and submarine resources development, the flow of external resources, environment protection and response to natural disasters. It further urged the United Nations Organizations and the Regional Commissions to give attention to the programmes of regional and subregional co-operation in respect of developing island countries, and called upon Governments, in particular those of the developed countries, to take fully into account, in their bilateral and regional development efforts and in relevant negotiations towards the attainment of the objectives of the new international economic order, the special problems of developing island countries.

4. Over the last fifteen years there have been several substantial initiatives aimed at developing particular programmes for the OECS member states. These include the Special Regime for the LDC's within the Caribbean Community (CARICOM); preferred soft loan treatment in the Caribbean Development Bank (CDB); establishment of the Caribbean Investment Corporation (CIC); formulation and implementation of Multi-Island Programmes by UNDP; establishment of the CARDATS and CARDI projects; more recently initiatives for the creation of Pools of Experts; and currently, establishment of the Inter-Agency Resident Mission (IARM).

5. Any formula devised for implementing the CDCC Resolution would not only have to take into account the views of the OECS countries which emerged in the discussions, but also should be so oriented as to enhance what is already ongoing and had been achieved by the various other bodies and institutions. A vital requirement therefore should be the closest co-ordination of programmed activities. It also follows that the CDCC response should be not only compatible with the national priorities of the countries and regional programmes of other institutions, but also should benefit from those experiences and build on them.

6. In addressing the question of "the most appropriate relationship to the OECS", a primary consideration was that Antigua and Barbuda, Dominica, Grenada, St. Lucia, St. Vincent and the Grenadines, individually, were ECLA members; while together St. Kitts-Nevis and Montserrat was an Associate Member of ECLA.^{5/} As such they all participated in the programme of CDCC activities carried out by ECLA's Caribbean Office, and benefitted from the general support to CARICOM that had been, and continued to be an important aspect of the work of the Office. In addition, the Caribbean Office had provided particular assistance to, and had maintained close working relationships with the WISA and

^{5/} All these states comprise the membership of the OECS.

ECCM,^{6/} both of which have been superseded by the OECS. Furthermore, the ECLA Office for the Caribbean had enjoyed Observer status in both the WISA Council of Ministers and in the ECCM Council of Ministers.

7. That the question of "appropriate relationship" was being addressed, implied the wish of the Governments for a closer more sustaining partnership. It was also implicit that the relationship should be a more formalized one, which should embrace various working relationships, i.e. vis à vis:

- a) the OECS Central Secretariat (St. Lucia);
- b) the OECS Economic Affairs Division (Antigua);
- c) other OECS related bodies, e.g. ECCA (St. Kitts), etc.

Several questions then arose, inter alia: should the actions consequent on the CDCC Resolution be defined by an agreement?^{7/} What should be the scope and content of such an agreement? How should it be "institutionalized"?

8. Against this background it became necessary to consider some legal and juridical aspects. Article 16 of the Treaty Establishing the Organization of Eastern Caribbean States (OECS) contains the provisions governing relations with other international organizations and other countries. These provisions are:

- "1. The Organization shall seek to establish such relations with other International Organizations and other countries as may facilitate the attainment of its purposes. To this end, the Organization may conclude formal agreements or establish effective working relationships with such Organizations and Governments of other countries.

^{6/} It would be recalled the Caribbean Office had inter alia drafted the Eastern Common Market Agreement, prepared the ECCM common external tariff, etc.

^{7/} Conclusion of an agreement would not be precedent-making. There is for example the CEPAL/LAFTA Agreement which provides for mutual collaboration on technical studies.

2. The Organization may decide, in accordance with its rules of procedure, to admit as observers at its deliberations representatives of non-Member states or other entities".

9. In the light of these provisions, it was evident that any substantial relationship with the OECS would require the sanction of the Authority of the OECS.^{8/} It was noted that the provisions covered three aspects - the formalizing of the relationship, effective working relationship, and participation in meetings of the OECS.

10. Then there were the functional aspects. As to what might be embraced within the appropriate OECS-ECLA/CDCC relationship, the important starting points were: the scope and functions of the OECS on the one hand; and on the other, the Constituent Declaration and the Ministerial mandates that direct the work of the ECLA/CDCC Secretariat - (bearing in mind there is not direct concurrence of the two systems of subject classifications). In terms of overall policy, the Governments see the OECS Treaty and its institutions as a closely integrated mechanism working within the frameworks of the Treaty establishing the Caribbean Community (CARICOM), the Charter of the Caribbean Development Bank (CDB), and more widely within the various United Nations instruments for the CDCC. At the same time, these sets of relationships have to be maintained in compatibility with policies and activities within the ACP^{9/} and the CGCED.^{10/}

11. Insofar as areas of OECS activities are concerned, the emphasis in the Treaty is on functional co-ordination, economic harmonization and integration, the pursuit of joint policies and participation in

^{8/} The Authority of Heads of Government of the OECS member states.

^{9/} African, Caribbean and Pacific Group as defined by the Lomé II Convention.

^{10/} The Caribbean Group for Co-operation in Economic Development operating under the auspices of the World Bank.

common services.^{11/} These extend over the wide spectrum of external political relations and representation, external economic relations, subregional economic integration, various aspects of social affairs, and public administration; and in fact, does not exclude a priori, any subject not individually specified in the Treaty on which the Governments may decide to act jointly.

12. Two things are worth noting, first that the OECS Treaty brought under its umbrella not only a wide range of subject areas but also a variety of functional bodies some of which operated under specific agreements, for example, the Eastern Caribbean Currency Authority (ECCA), the Directorate of Civil Aviation (DCA), the Eastern Caribbean Tourism Association (ECTA), etc. Secondly, below the level of the Authority and Ministerial Committees^{12/} the functions were distributed over several bodies and institutions located throughout the OECS sub-region, with some broad subject areas seeming to have

^{11/} Article 3, paragraph 2 of the Treaty Establishing the OECS: "To this end the Member States will endeavour to co-ordinate, harmonize and pursue joint policies particularly in the fields of: (a) External relations including overseas representation; (b) International Trade Agreements and other External Economic Relations; (c) Financial and Technical Assistance from external sources; (d) International Marketing of Goods and Services including Tourism; (e) External Transportation and Communications including Civil Aviation; (f) Economic Integration among the Member States through the provisions of the Agreement Establishing the East Caribbean Common Market; (g) Matters relating to the sea and its resources; (h) The Judiciary; (i) Currency and Central Banking; (j) Audit; (k) Statistics; (l) Income Tax Administration; (m) Customs and Excise Administration; (n) Tertiary Education including University; (o) Training in Public Administration and Management; (p) Scientific, Technical and Cultural Co-operation; (q) Mutual Defence and Security; and (r) Such other activities calculated to further the purposes of the Organization as the Member States may from time to time decide".

^{12/} Foreign Affairs Committee, Defence and Security Committee, Economic Affairs Committee.

parts allocated to different bodies; for example, transportation^{13/} and trade.^{14/}

13. Review of the ECLA/CDCC functions showed there were some subject areas specified in the OECS Treaty that did not fall within the scope of the CDCC's Constituent Declaration and the authorized Work Programme.^{15/} Mutual Defence and Security, Overseas Representation, and the Judiciary are not subjects that fall within the scope of CDCC. In addition, there are some OECS subject areas that fall within the broad mandates of CDCC, but which have not been designated as priorities at CDCC level, for example, Public Administration and Management. However, currently mandated CDCC activities fell in a majority of the OECS-specified subject areas.

^{13/} The OECS Economic Affairs Division has responsibility for administering the ECCM Agreement (an integral part of the OECS Treaty) which stipulates a common transport policy but limits it to intra-regional transport (Article 16).

^{14/} International marketing of goods is separately designated at Article 3 of the OECS Treaty.

^{15/} Document E/CEPAL/1010, E/CEPAL/CDCC/8/Rev.1, Section III "Constituent Declaration of the Caribbean Development and Co-operation Committee" and Annex 2, "Work Programme of the Caribbean Development and Co-operation Committee".

..II

FINDINGS

14. Concerning the institutional aspects, the indications that emerged from the round of consultations were that something more concrete than the normal ECLA-membership relationship was expected. It was made clear by the Governments that in their view "appropriate relationship" was understood to be more specific in nature and supplementary to the relationship which already existed between ECLA/CDCC and the OECS States by virtue of Membership and Associate Membership of ECLA and the CDCC. Accordingly, it would be appropriate to conclude some kind of OECS-ECLA/CDCC agreement.

15. In addition, there was a strong bias in favour of relationship with a presence as against relationship without a presence, emerging from all the consultations. This was regarded by most Governments as a sine qua non given there was to be the development of effective working relationships geared to the OECS bodies on an ongoing basis.

16. Most Governments made it clear that what they wished to see was a focal point for the CDCC located in the OECS. Even more specific, some Governments were of the view that it should constitute a special representation at OECS; and others, that it should be seen as a United Nations Secretariat presence in the Eastern Caribbean. In both these views the focal point would be a permanent presence for monitoring and maintaining the continuity of such activities as are undertaken to meet the requirements of increased support to the Eastern Caribbean countries deriving from the UN, ECLA and CDCC.

17. The stated opinions were in favour of a relationship to the principal institutions of OECS; and further, that the Observer Status of the CDCC was desirable and should be maintained. In this regard most Governments drew a perceived distinction between the mandated commitments in CDCC as distinct from general mandates of the regional commission.

18. Regarding the Functional Aspects, they saw the CDCC focal point as something that should be able to provide guidance on the workings of the United Nations; and even beyond that, to be able to inform the OECS Governments and the OECS Secretariat about the scope and competence of United Nations System organizations that do not maintain offices in the sub-region. These functions would include elucidation of methodology and procedures; and also a measure of assistance to the OECS with the mechanics of relationships, on a continuing basis.

19. The point was made that the OECS countries were not sufficiently informed and in some cases were scarcely aware of the linkages and roles of United Nations New York, the Economic Commission for Latin America at Santiago, and the CDCC at Port-of-Spain. While they were expected to participate at the three levels and put forward their interests, it was far from clear how the linkages operated to implement the specific decisions that affect the OECS countries. The CDCC focal point to the OECS should therefore serve also as a mechanism for sensitizing the OECS to the activities of the UN; and conversely for sensitizing the UN to the particular situation, priorities, and orientation of the OECS.

20. The CDCC focal point should therefore have the stature and capacity to assist the OECS to push the follow-up on General Assembly resolutions calling for special assistance to the OECS countries individually and collectively. It follows too that for the OECS to get the best out of CDCC and ECLA, they need to be continually briefed, and in turn provide briefing to the CDCC, which could be achieved only through the focal point.

21. In this regard, the CDCC focal point should be able to act as a channel to the UN Secretariat System for needed assistance in new areas being entered upon by OECS countries. A case in point is that OECS countries are coming to grips with problems of succession to treaties, on some aspects of which the UN Legal Department, for example, could be of considerable assistance.

22. The Governments saw the need for the development of a OECS sub-programme within the overall CDCC programme which covers the whole Caribbean. This OECS sub-programme should be oriented to national capability development, and should contain components that would enable the OECS countries to improve their benefit from TCDC activities.

23. The Governments made very clear their view that the CDCC focal point should emphasize the regional aspects in supplementing the various agencies operating in the Caribbean, and which generally concentrate on national projects. However, its activities should not be so defined as to rule out support to individual countries on request; consequently its scope should embrace both multilateral and bilateral components.

24. In this regard the CDCC focal point could assist the governments in identifying what they need individually; and also assist in getting the Specialised Agencies to have Caribbean components in their global programmes, some of which would be specific to the OECS group. However, it was stressed that the CDCC focal point, while being able to stimulate specific studies should not be project-oriented. That role should be left to UNDP. In short, the CDCC focal point should serve those functions that would not be undertaken by UNDP, even if at some time UNDP were to locate an office at St. Lucia near the OECS Central Secretariat.

III

RECOMMENDATIONS

25. The following key recommendations flow out of the findings of the consultations:

- i) An Agreement should be concluded between ECLA and the OECS to provide: (a) the basis for the special relationship; and (b) the framework for such special support activities as are agreed between the two institutions;
- ii) An ECLA/CDCC presence should be established near the OECS Central Secretariat with the function of co-ordinating the implementation of ECLA/CDCC special support activities for the OECS countries;
- iii) The ECLA/CDCC representative administering that function should be of high status consistent with participation in the deliberations of the principal institutions of the OECS;
- iv) The ECLA/CDCC representative should have discretionary authority such as to enable it to determine and establish working relationships with the institutions of the OECS;
- v) The ECLA/CDCC representative at the OECS should be authorised to pursue closest collaboration with UNDP and other bodies in the sub-region in the programming and implementation particularly of multi-island projects;
- vi) There should be within the overall CDCC programme a specific sub-programme for the OECS;
- vii) Specific allocation of resources should be made through ECLA/CDCC to provide the operational basis for the presence at the OECS.

RESOLUTION 11(VI)

"INCREASED ECLA SUPPORT TO EASTERN CARIBBEAN COUNTRIES"

The Caribbean Development and Co-operation Committee,

Conscious of the need to support the development efforts of the less-developed countries of the Eastern Caribbean;

Reaffirming the importance of integration as a strategy for achieving development in the Eastern Caribbean;

Welcoming the recent formation of the Organization of Eastern Caribbean States (OECS);

Requests the Executive Secretary of ECLA to undertake early consultations with OECS member countries with a view to establishing the most appropriate relationship with the OECS.

APPENDIX II

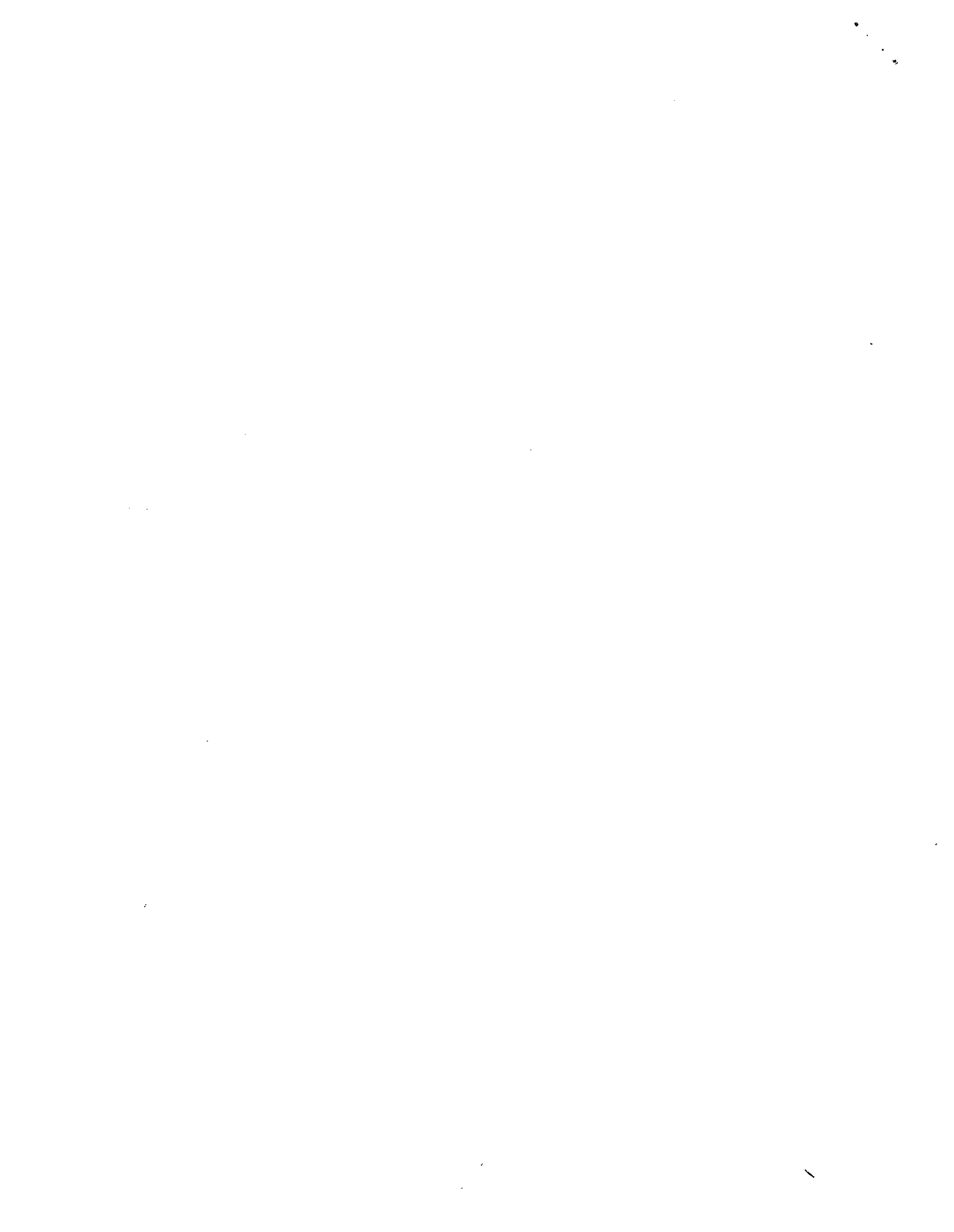
RECOMMENDATION OF MINISTERS OF W.I. ASSOCIATED STATES

Georgetown, Guyana - 25 November 1970

The discussions which are taking place at the Seventh CARIFTA Council Meeting highlight the need for a more intimate form of technical assistance for the Less-Developed Countries.

The representatives of the Associated States now in Guyana therefore recommend that the ECLA be requested to establish a United Nations presence in the Associated States with a view to the provision of technical experts who would reside and work in more immediate contact with the people and areas they are intended to serve.

<u>COUNTRY</u>	<u>NAME</u>	<u>TITLE</u>
St. Kitts/Nevis/Anguilla	Hon. R.L. Bradshaw	Premier
St. Lucia	Hon. W.G. Mallet	Minister of Trade, Industry and Agriculture and Tourism
St. Vincent	Hon. J.F. Mitchel	Minister of Trade, Industry and Tourism
Grenada	Senator D. Knight	Minister without Portfolio
Dominica	Hon. R.O.P. Armour	Deputy Premier and Minister of Finance
Antigua	Hon. E.H. Lake	Minister of Trade and Production
Montserrat	Mr. T.E.A. Perkins	Special Representative of the Premier



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