

# **ECONOMIC COMMISSION FOR LATIN AMERICA AND THE CARIBBEAN Subregional Heaquarters for the Caribbean**

### CARIBBEAN DEVELOPMENT AND COOPERATION COMMITTEE

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# THE PARTICIPATION OF ASSOCIATE MEMBER COUNTRIES IN UNITED NATIONS WORLD CONFERENCES

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### Introduction

The participation of non-independent countries in programmes and activities of the wider United Nations system has been a special challenge for the international community since the General Assembly first took up this question at its sixth session as part of the Secretary-General's Memorandum of points for consideration in the development of a twenty-year programme for achieving peace through the United Nations. Point nine of that Memorandum advocated the use of the United Nations as a means of promoting "by peaceful means the progress of dependent colonial or semi-colonial people to a position of equality with member States of the United Nations".

This theme was first adopted by the General Assembly in its resolution 566(VI) of 18 July 1952 which stated that the direct association of non-independent countries in the work of the United Nations, and of the specialised agencies, is an effective means of promoting the progress of the peoples of those territories. The Assembly recommended the use of special provisions in the constitutions of specialised agencies and of the regional commissions to permit the admission of these countries as associate members.

Repetition and variation on these themes were included routinely in resolutions of the General Assembly, and of the Economic and Social Council (ECOSOC), throughout the subsequent decades to the present. Much of the focus was to advocate for appropriate changes and adjustments in the constitutions of the specialised agencies to facilitate the participation of these territories. The extent to which these agencies have complied with the General Assembly and ECOSOC mandates on participation by non-independent countries in the agency work programme is not the subject of this paper. This issue should be addressed, however, in a separate interrelated study since such inclusion is an essential corollary to a comprehensive review of the level of support given the non-independent countries in their participation in the United Nations system.

The focus of the present paper is one critical component of this process of inclusion - the participation of associate member countries (AMCs) of the United Nations regional economic commissions in United Nations world conferences, and in United Nations special sessions and summits, in the economic and social sphere. The identification of issues of particular concern to these countries emanating from the outcome of these respective United Nations proceedings is an important phase of the research

### **Composition of AMCs**

Associate membership is defined in the terms of reference of the Economic Commission for Latin America and the Caribbean (ECLAC). (Similar provisions are contained in Article 5 of the terms of reference of the Economic and Social Commission for Asia and the Pacific - ESCAP):

- 3(a) "Any territory or part or group thereof, within the geographic scope of the Commission's work may, on presentation of its application to the Commission by the member responsible for the international relations of such territory, part or group of territories, be eligible for admission by the Commission as an associate member of the Commission. If it has become responsible for its own international relations, such territory, part or group of territories may be admitted as an associate member of the Commission on itself presenting its application to the Commission. <sup>ii</sup>
- 3(b) Representatives of associate members shall be entitled to participate without vote in all meetings of the Commission, whether sitting as commission or as committee of the whole.
- 3(c) Representatives of associate members shall be eligible to be appointed as members of any committee or other subordinate body which may be set up by the Commission, and shall be eligible to hold office in such body." iii

Figure 1. Associate Members of UN Regional Economic Commissions

Associate Member	<b>Date of Admission</b>	Commission
Anguilla	20 April 1996	ECLAC
Aruba	22 April 1998	ECLAC
British Virgin Islands	6 April 1984	ECLAC
Montserrat	23 April 1968	ECLAC
Netherlands Antilles	14 May 1981	ECLAC
Puerto Rico	10 May 1990	ECLAC
US Virgin Islands	6 April 1984	ECLAC
American Samoa	28 July 1991	ESCAP
Cook Islands	11 July 1972	ESCAP
French Polynesia	31 July 1992	ESCAP
Guam	24 July 1981	ESCAP
Hong Kong, China	25 November 1947	ESCAP
Macao, China	26 July 1991	ESCAP
New Caledonia	31 July 1992	ESCAP
Niue	3 August 1979	ESCAP
Northern Mariana Islands	22 July 1986	ESCAP

Note: Bermuda, Turks and Caicos Islands, the Cayman Islands, and St. Helena are eligible for ECLAC associate membership pursuant to the relevant provisions of the ECLAC Terms of Reference, while Tokelau and Pitcairn are eligible for ESCAP associate membership pursuant to similar provisions in the ESCAP terms of reference.

Source: Official websites of Economic Commission for Latin America and the Caribbean, and Economic and Social Commission for Asia and the Pacific, 2004.

### I. Legislative Authority for Associate Member Countries (AMCs) in UN World Conferences

As a natural extension of decades of participation of non-independent countries as associate members of the United Nations regional economic commissions, the General Assembly and ECOSOC, at the beginning of the 1990s, began to recognize the usefulness of deeper participation of associate member countries in further activities of the United Nations system through participation in the United Nations world conferences, summits, and special sessions of the General Assembly in the economic and social sphere. Accordingly, from 1992, a series of amendments to the rules of procedure governing these conferences were adopted, providing for an official observer status for the AMCs of United Nations regional commissions in these sessions.

### United Nations Conference on Environment and Development (UNCED)

The genesis of this initiative emerged from the Working Group of Non-Independent Caribbean Countries (NICCs) of the Caribbean Development and Cooperation Committee (CDCC), a permanent subsidiary body of ECLAC. In this connection, the Working Group sought in 1992 to obtain observer status for ECLAC associate members in UNCED. iv Accordingly, a draft resolution entitled Observer Status in the work of the Preparatory Committee for the UN Conference on Environment and Development for associate members of regional commissions, was submitted and endorsed by the Alliance of Small Island States (AOSIS) comprising island countries of the Atlantic, Pacific and Indian Oceans and the Caribbean and Mediterranean Seas. The resolution was adopted on 3 April 2002 with the recommendation that the rules of procedure of the conference itself be amended to reflect associate member eligibility. The relevant section read as follows: v

"Representatives designated by associate members of regional commissions may participate as observers, without the right to vote, in the deliberations of the conference, the Main Committee, and as appropriate, any other committee or working group." vi

This initial action established the category of associate members of regional commissions for future AMC participation in United Nations General Assembly sessions.

The 1993-1995 United Nations Conference(s) on Straddling and Highly Migratory Fish Stocks which was mandated by the Plan of Action of UNCED also adopted the UNCED list of participating countries including the observer status provision in its rules of procedure. The rule read that:

"Representatives designated by associate members of regional commissions may participate as observers, without the right to vote, in the deliberations of the conference and, as appropriate, of its subsidiary bodies." vii

However, while the new rule for observer status for AMCs would have appeared to have set an important precedent, they were not initially included in the draft rules governing subsequent United Nations world conferences following UNCED and the fish stocks

deliberations, requiring continued vigilance on their part to ensure their inclusion. It was through these efforts that associate members were granted observer status in most of the major world conferences in the economic and social sphere between 1994 and 1996. Three of these United Nations world conferences on the sustainable development of Small Island Developing States (SIDS), on population and on natural disaster reduction convened in 1994, with implications for the emerging standard practice of inclusion of AMCs.

Support for this process was bolstered by ECLAC resolutions during this period, in particular its resolution on Participation of Associate Members of ECLAC in United Nations World Conferences of 27 April 1994<sup>ix</sup> which endorsed the extension of observer status to associate member countries in United Nations world conferences, and requested the General Assembly "to seek the incorporation into the relevant rules of procedure granting observer status to associate members of regional commissions at future United Nations world conferences..." <sup>x</sup>

### Global Conference on the Sustainable Development of Small Island Developing States

The first of the three conferences in 1994 was the Global Conference on the Sustainable Development of Small Island Developing States (SIDS), where attention was focused on achieving the addition of provisions for observer status for AMCs. Accordingly, at the Third Meeting of its organizational session on 16 April 1993, the Preparatory Committee of the Conference approved its Decision III providing the identical status to the AMCs consistent with what had been granted previously at UNCED and the fish stocks deliberations. This decision was later reflected as Rule 65 of the Provisional Rules of Procedure of the global conference<sup>xi</sup> and endorsed in paragraph 6 of United Nations General Assembly resolution 48/193 of 21 December 1993.

The United Nations General Assembly subsequently adopted a Decision at its 91<sup>st</sup> plenary meeting on 21 January 1994 to permit associate members to access the voluntary fund "to participate fully and effectively, as observers, in the Conference and its preparatory process" and confirmed this procedure in its Decision 48/496 of 24 March 1994. This marked the initial opportunity afforded to associate members to access assistance from voluntary funds established by the General Assembly to assist developing countries in participation in a United Nations world conference. At the Global Conference itself, the governments of Aruba, Netherlands Antilles, the United States Virgin Islands, and Guam approved the *Bridgetown Consensus* on 5 May 1994 which, *inter alia*, "call(ed) on the member states of the United Nations to include provisions in the rules of procedure of all future United Nations world conferences providing for observer status and assistance for full and effective participation by associate members of regional economic commissions".

### International Conference on Population and Development (ICPD)

The second world conference of 1994 with reference to associate member participation was the ICPD, held in Cairo, Egypt. This was an important example of the political mobilization of the wider Latin American and Caribbean region in favor of this inclusive approach. Initial resolutions and decisions of the General Assembly and ECOSOC authorizing the ICPD and its preparatory process had not provided for the participation of the associate member countries,

although ECOSOC resolution 1991/93 did invite regional commissions to convene meetings to review the issues from a regional perspective, and to propose future actions, as part of their contribution to the preparatory process of the conference. This was the only level in which the associate members would have been permitted to participate, had not action been initiated.

In this connection, the Meeting of Government Experts on Population and Development in Latin America and the Caribbean Preparatory to the 1994 International Conference on Population and Development, held in Saint Lucia from 6-9 October 1992 adopted a recommendation expressing the support of the meeting for associate members of regional economic commissions to be invited to participate in the Preparatory Committee and in the ICPD in the capacity of observer, recalling that such a status was adopted for these countries at UNCED. XIII

Subsequently, the 1994 Latin American and Caribbean Regional Conference on Population and Development which convened in Mexico City from 29 April-4 May 1993 adopted resolution II on Observer Status for associate members of regional economic commissions at the International Conference on Population and Development, which decided to:

"Request the Chairman, on behalf of the Conference, to introduce at the second session of the Preparatory Committee for the International Conference on Population and Development (ICPD) the following draft rule for inclusion in the rules of procedure of the (ICPD):

### Associate Members of Regional Commissions

"Representatives designated by associate members of regional commissions may participate as observers, without the right to vote, in the deliberations of the Conference, the preparatory process and, as appropriate, any other committee or working group." xiv

In the companion Latin American and Caribbean Consensus on Population and Development, the Latin American and Caribbean Regional Conference on Population and Development also included a recommendation in favour of associate member participation in ICPD, as follows:

"Mindful that international population and development issues including environmental concerns have an impact on all associate members of ECLAC, and further mindful that the contributions in particular of associate member countries to international cooperation in population and development enhance the international process in addressing these issues while also assisting these countries in their socio-economic development, the Preparatory Committee of the (ICPD) is urged to include in its rules of procedure provisions for extending observer status in the preparatory process and at the (ICPD) to associate members of regional economic commissions, consistent with the extension of such a status to these countries at the (UNCED)" xv

This ECLAC recommendation was subsequently adopted by the Preparatory Committee for ICPD as its Decision II of its second session held in New York from 10-21 May 1993, and transmitted for consideration by ECOSOC at its substantive session held in Geneva from 28 June-30 July 1993. ECOSOC adopted the proposal as Decision 1993/324 at its 46<sup>th</sup> plenary meeting on 30 July 1993. At the Third Preparatory Session of the Conference which convened in New York from 4-22 April 1994, the provisional rules of procedure were adopted, and

forwarded to the General Assembly for its approval, with the inclusion of Rule 60 which stated as follows:

### "Associate Members of Regional Commissions

"Representatives designated by associate members of regional commissions may participate as observers, without the right to vote, in the deliberations of the Conference, the Main Committee and, as appropriate, any other committee or working group." xvii

The General Assembly by its Decision 48/490 of 14 July 1994 approved the rules of procedure of the ICPD as recommended by the Preparatory Committee for the Conference and approved by the General Assembly. At the ICPD itself, which convened in Cairo, Egypt from 5-13 September 1994, the Conference adopted the provisional rules of procedure at its 1<sup>st</sup> plenary meeting on 5 September 1993. xviii

### World Conference on Natural Disaster Reduction

The third United Nations world conference in 1994 with implications for associate members was the World Conference on Natural Disaster Reduction, which convened from 23 - 27 May 1994 in Yokohama, Japan. This conference process expanded the dimension of participation of the AMCs in United Nations world conferences, as this began the process of enacting relevant changes to the rules of procedure at a preparatory process in Geneva, as opposed to United Nations Headquarters in New York.

Accordingly, a draft decision was submitted on behalf of the AMCs by Caribbean member States of ECLAC to the 4<sup>th</sup> Preparatory Committee Session of the International Conference. At the 3<sup>rd</sup> Meeting of the Fourth Preparatory Committee Session on 18 March 1994 the Preparatory Committee adopted Decision I in the form of a recommendation to the General Assembly as follows:

"The General Assembly decides that the representatives designated by associate members of the regional economic commissions may participate as observers, without the right to vote, in the deliberations of the World Conference on Natural Disaster Reduction, the preparatory process and, as appropriate, any other committee or working group." xix

It was noted that the General Assembly, which had concluded its consideration of the agenda item on the International Decade for Natural Disaster Reduction (IDNDR), had to reopen the relevant agenda item (Item 98) in order to take action on the recommendation of the preparatory committee. The General Assembly subsequently reopened the item, and adopted Decision 48/488 on 24 March 1994, confirming this recommendation.

### Fourth World Conference on Women (FWCW)

Two world conferences were held in 1995 with reference to AMC participation - the Fourth World Conference on Women and the World Summit for Social Development.

The first such session on women convened in Beijing, China from 4 to 15 September 1995. Provisional rules of procedure for the Conference were adopted by the Commission on the Status of Women which served as the preparatory body of the conference. The rules of procedure were addressed at the preparatory level, with strong support for the inclusion of AMCa at the Latin American and Caribbean preparatory meetings. In this connection, the Subregional Conference preparatory to the Fourth World Conference on Women convened in Curacao, Netherlands Antilles on 28-29 June 1994 and approved a report with the inclusion of a recommendation which called for, inter alia, "support for ongoing efforts for the adoption of measures to ensure that (associate member countries) are invited to participate in the Fourth World Conference on Women, and in the global preparatory process of the Commission on the Status of Women". This was reinforced by ECLAC on Participation of Associate Members of ECLAC in United Nations World Conferences of 27 April 1994, "xxi" and further reinforced at the Regional Conference on the Integration of Women in Development in Latin America and the Caribbean which convened in Mar de la Plata, Argentina, from 26 - 30 September 1994.

The participation of AMCs was, thus, included in the draft rules of procedure for the Conference at the international preparatory level, and the General Assembly adopted the rules of procedure by Decision 49/482 of 21 April 1995. Rule 60 of the rules of procedure read as follows:

### Associate members of regional commissions

"Representatives designated by associate members of regional commissions may participate as observers, without the right to vote, in the deliberations of the Conference, its Main Committees and, as appropriate, any other committee or working group." xxiii

### World Summit for Social Development (WSSD)

The second relevant session in 1995 was the WSSD which convened in Copenhagen, Denmark from 6-12 March 1995. Initially, no provision was made for the inclusion of the AMCs in the Summit. As in the case of previous world conferences, no provision was made for associate members in the initial resolution authorising the conference. Members of the Latin American and Caribbean Group subsequently endorsed the inclusion in the rules of procedure of provisions for associate membership participation in the Summit. Accordingly, Rule 58 of the Provisional Rules of Procedure indicating that:

### Associate members of regional commissions

"Representatives designated by associate members of regional commissions may participate as observers, without the right to vote, in the deliberations of the Summit, the Main Committee and, as appropriate, any other committee or working group" xxiii

The rules of procedure were adopted by the General Assembly. Accordingly, at the Second Caribbean Meeting Preparatory to the World Summit that had convened from 6-8 December 1994 in St. John's, Antigua and Barbuda, the meeting was informed of the decision of the General Assembly in this regard.

# Ninth United Nations Congress on the Prevention of Crime and the Treatment of Offenders

A third United Nations conference was also held in 1995 pursuant to the approval by the General Assembly in 1994 of the Ninth United Nations Congress on the Prevention of Crime and the Treatment of Offenders which met from 29 April to 10 May 1995 in Cairo, Egypt. \*xxiv\* The Assembly in the resolution "call(ed) upon the specialized agencies, concerned United Nations bodies, regional institutions and other intergovernmental and non-governmental organizations to participate actively in the Ninth Congress". While the importance of participation of developing countries, and especially least developing countries, were highlighted in the resolution, no inclusion was made for the AMCs.

### World Food Summit

Two United Nations conferences were held in 1996 of particular interest to associate AMCs. The first was the World Food Summit which convened in Rome from 13 to 17 November.

The General Assembly in 1995 endorsed a decision of the Conference of the Food and Agriculture Organization (FAO) at its twenty-eighth session to convene the World Food Summit at the level of heads of State or Government. \*\*xxv\*

The Assembly invited all relevant United Nations and other intergovernmental organizations, including international and regional financial institutions, as well as non-governmental organizations and the private sector, to cooperate actively with the FAO in preparing for the Summit. No provision was made for participation by AMCs. This omission is indicative of a preparatory process of world conferences when it is handled by a United Nations specialised agency, and not by the General Assembly itself, even when the specialised agency concerned maintains provisions within its terms of reference for membership for non-independent countries.

### Second United Nations Conference on Human Settlements (HABITAT II)

The second relevant conference in 1996 was the United Nations Conference on Human Settlements which met in Istanbul, Turkey from 3-14 June 1996. This conference process further expanded the dimension of participation of the AMCs in United Nations world conferences by the enactment of relevant changes to the rules of procedure at a preparatory process undertaken at either United Nations headquarters in New York, or in Geneva.

Accordingly, by the close of the Second Session of the Preparatory Committee of HABITAT II which convened in Nairobi, Kenya from 24 April - 5 May 1995, the provisional rules of procedure did not include a category for participation of associate member countries. The subsequent Latin American and Caribbean Regional Meeting Preparatory to HABITAT II which convened in Santiago, Chile, from 13-17 November 1995 adopted a decision calling for the required amendment to the rules of procedure of the Conference providing for observer status for the AMCs of the regional commissions. This confirmed an earlier decision of the bureau of

the Conference, following a request by the ECLAC associate members, which had met on 8 November, and which had inserted the category in the provisional rules of procedure. \*\*The amended rules of procedure were adopted by the General Assembly by resolution in 1995. \*\*xviii\*

### Special Session of the General Assembly to review the implementation of Agenda 21

In 1997, the United Nations General Assembly convened a special session from 23-27 June to review and appraise the implementation of Agenda 21, the outcome document of the 1992 UNCED. This marked the beginning of a series of special sessions of the Assembly to review the programmes of action of the various world conference and summits convened throughout the 1990s.

The 1995 resolution of the General Assembly, in authorizing the 1997 special session, "recognize(d) the important role played by major groups, including non-governmental organizations, at the United Nations Conference on Environment and Development and in the implementation of its recommendations, and recognize(d) the need for their active involvement in preparations for the special session, as well as the need to ensure appropriate arrangements for their contribution during the special session".

This Special Session of the General Assembly was held under the standing rules of procedure of the Assembly. Accordingly, no category of participation existed therein for AMCs of regional economic commissions, nor were special provisions sought for their participation at this session, notwithstanding the fact that a special category of "major groups" was established for the participation of civil society organizations in this session. In this connection, the Assembly adopted a resolution at its 51st Session in 1996 "invit(ing) the President of the General Assembly, in consultation with Member States, to propose to Member States appropriate modalities for the effective involvement of major groups in the special session". The resolutions also "decide(ed) to invite States members of the specialized agencies which are not members of the United Nations to participate in the work of the special session in the capacity of observers". The omission of AMCs would be corrected in a number of future special sessions.

### World Conference of Ministers Responsible for Youth

In 1998, two United Nations world conferences were held, but which omitted AMCs, beginning with the World Conference of Ministers Responsible for Youth, which convened from 8-12 August in Lisbon, Portugal.

The General Assembly by resolution in 1997 "welcome(d) the initiative of the Government of Portugal to host" the conference, and "stress(ed) the need to involve youth and youth organizations in all stages of preparation for the world Conference". The resolution, however, did not address further participation, with the implication that United Nations member States would be the only governments permitted to attend the session.

No authorisation was provided for the participation of the AMCs in the proceedings, as no such category was included in the rules of procedure which were approved in informal

consultations. The rules of procedure were approved during the informal consultations of the preparatory process.

### Twentieth Special Session of the General Assembly on the World Drug Problem

Also in 1998, the General Assembly convened the Twentieth Special Session on the World Drug Problem which met from 8 to 10 June at United Nations Headquarters in New York. The session was "devoted to assessing the existing situation within the framework of a comprehensive and balanced approach that includes all aspects of the problem, with a view to strengthening international cooperation to address the problem of illicit drugs within the framework of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988 and other relevant conventions and international instrument".

The scope of participation in the conference provided for the Commission on Narcotic Drugs to act as the preparatory body for the special session, and that its deliberations "should be open-ended, allowing for the full participation of all States Members of the United Nations and members of specialized agencies and observers, in accordance with established practice". The mandate also recognized the "the important role played by non-governmental organizations in the implementation of the Global Programme of Action contained in the annex to resolution S-17/2 of 23 February 1990, and recognize(d) the need for their active involvement in preparations for the special session in accordance with Economic and Social Council resolution 1996/31 of 25 July 1996, as well as the need to ensure appropriate arrangements for their contribution during the special session". \*\*XXXIV\*\* However, no provision was made for the participation of associate member countries.

### International Conference on Population and Development [ICPD+5]

Two important special sessions of the General Assembly were held in 1999 with implications for the participation of AMCs in United Nations General Assembly special sessions. The first was the Special Session of the UN General Assembly on the International Conference on Population and Development.

The General Assembly took the decision in 1997 to convene "a special session for a duration of three days from 30 June - 2 July 1999, at the highest possible level of participation, in order to review and appraise the implementation of the Programme of Action of the ICPD." \*\*xxxv\* The Assembly was acting upon a recommendation of ECOSOC which had recommended that the General Assembly consider holding the special session. \*\*xxxv\*i\* Neither the General Assembly nor ECOSOC resolutions made initial reference to the participation of associate member countries, although the Assembly text "invite(d) States members of the specialised agencies that are not members of the United Nations to participate in the work of the special session in the capacity of observer". The Assembly in its resolution had also made provision for the "effective participation of actors of civil society".

The Commission on Population and Development, acting as the preparatory committee for ICPD + 5, subsequently convened from 24 March to 1 April 1999 at United Nations Headquarters in New York, and adopted its Draft Decision II on Organisational arrangements for the twenty-first special session of the General Assembly, providing for Participation of speakers

other than Member States. The relevant section of the decision, the Preparatory Committee decided that:

"Associate members of the regional commissions should be allowed to participate in the special session, subject to the rules of procedure of the General Assembly, in the same capacity of observer that held for their participation in the 1994 International Conference on Population and Development."

The decision made provisions that "observers may make statements in the debate in the plenary". The organizational arrangements for the special session were subsequently adopted by the Assembly. This marked the first time that AMCs were granted observer status in a special session of the General Assembly, in this case, through the inclusion of the provision in the organizational arrangements.

### Small Island Developing States (Special Session of the General Assembly)

The second special session of the General Assembly in 1999 was convened on 27 and 28 September as a review and appraisal of the implementation of the Programme of Action for the Sustainable Development of Small Island Developing States. \*\*xxxviii\*\*

By resolution of 15 December 1998, the General Assembly reaffirmed the outcome of its 19<sup>th</sup> Special Session, specifically the adoption of the Programme for Further Implementation of Agenda 21, and its decision to convene a special session for a comprehensive review and appraisal of the implementation of the programme of action for the sustainable development of small island developing states. \*\*xxxix\*\*

While encouraging all small island States to participate in the conference, as well as by stressing the need for the participation of civil society actors in the preparatory process and in the special session, the General Assembly specifically called for:

"the participation of associate members of regional economic commissions in the special session, subject to the rules of procedure of the General Assembly, and in the preparatory process thereof, in the same capacity of observer that held for their participation in the 1994 Global Conference" xl

### Review of the Fourth World Conference on Women

In 2000, the General Assembly convened two special sessions to review and assess world conferences held five years prior. The first such session was the review of the implementation of the Nairobi Forward-looking Strategies for the Advancement of Women, and of the Beijing Declaration and Platform for Action, which convened in New York from 5-9 June. The special session was authorised by General Assembly resolutions in 1997 and 1998. xli

Subsequently, by its 1999 resolution on Preparations for the special session of the General Assembly entitled Women 2000: gender equality, development and peace for the twenty-first century, the General Assembly:

"Call(ed) for the participation of associate members of the regional commissions in the special session, subject to the rules of procedure of the General Assembly, and in the preparatory process for the special session, in the same capacity of observer that applied to their participation in the Fourth World Conference on Women." xlii

In the Lima Consensus of the Regional Conference on Women in Latin America and the Caribbean, which convened in Lima, Peru from 8-10 February 2000, ECLAC member countries approved a resolution welcoming the 1999 General Assembly resolution which called for the participation of AMCs in the special session. xliii

### World Summit for Social Development and Beyond: Achieving Social Development for All in a Globalized World

The second special session of the General Assembly in 2000 was the World Summit for Social Development and Beyond: Achieving Social Development for All in a Globalized World, which met in from 26-30 June in Geneva, Switzerland. The special session was authorised by its 1995 resolution, following the convening of the original world summit, that "decide(d) to hold a special session of the General Assembly in the year 2000 for an overall review and appraisal of the implementation of the outcome of the Summit and to consider further actions and initiatives". The Assembly also adopted a resolution in 1996 which decided on a preparatory process for the special session, xlv and a 1997 resolution on further organizational matters in relation to the preparatory process.

Accordingly, the Preparatory Committee for the special session adopted at its 1999 meeting Draft Decision I on arrangements for the special session in which the committee decided:

"To call on the participation of associate members of the regional commissions of the United Nations in the special session, subject to the rules of procedure of the General Assembly, and the preparatory process thereof, in the same capacity of observer that held for their participation in the World Summit for Social Development." xlvii

The arrangements were subsequently adopted by the General Assembly with the inclusion with less specific reference in its resolution of 1999 in which took note of the decision of the preparatory committee on the participation of those other than member States. This turned out to be sufficient for the eligibility of associate member countries in the Summit.

### Millennium Summit

In addition to the two special sessions in 2000, the General Assembly by resolution in 1998 designated the 55<sup>th</sup> Session of the General Assembly to be the Millennium Assembly, and also decided to convene from 6-8 September 2000, as an integral part of the Millennium Assembly of the United Nations, a Millennium Summit of the United Nations - The role of the United Nations in the 21st century". The resolution "agree(d) that a decision on the intergovernmental preparatory process (for the Summit), in particular its format and terms of reference, ensuring the full and effective participation of all Member States, members of the specialized agencies and observers in preparing for the Millennium Assembly should be taken at the earliest opportunity by the General Assembly".

A companion 1998 resolution provided only for participation in the Summit of States enjoying observer status to the General Assembly. Accordingly, no provisions were made for the participation of AMCs.

## Implementation of the outcome of the United Nations Conference on Human Settlements (Habitat II)

In 2001, the General Assembly convened two special sessions to review implementation of previous world conferences. By resolution in 1996, the Assembly "reaffirm(ed) that the General Assembly should consider holding a special session in the year 2001 for an overall review and appraisal of the implementation of the outcome of the United Nations Conference on Human Settlements (Habitat II)". <sup>Ii</sup> By resolution in 1997, the Assembly formally decided to hold the special session, <sup>Iii</sup> By resolution in 1998, <sup>Iiii</sup> the Assembly "decide(d) to invite States members of the specialised agencies that are not members of the United Nations to participate in the work of the special session in the capacity of observers", and also "stresse(d) the need for the effective participation of local authorities, other Habitat Agenda partners and relevant actors of civil society to participate in the preparatory process and in the special session". No initial reference was made regarding the established practice of inclusion of AMCs.

Subsequently, by resolution of 1999, the Assembly "endorse(d) the decisions of the Commission on Human Settlements acting as the Preparatory Committee for the special session, in particular regarding its rules of procedure and the dates, venue and provisional agenda for its first substantive session". liv Accordingly, by resolution 2000, the Assembly:

"decide(d) to invite the footnoted associate members of the regional commissions to participate as observers in the special session and its preparatory process, subject to the rules of procedure of the General Assembly." <sup>Iv</sup>

It is to be noted that this was the first time since the category of "Associate members of Regional Commissions" was adopted for the 1992 Earth Summit that the AMCs were footnoted by name. In this connection, the omission of two AMCs was noteworthy, reflecting the return of Hong Kong and Macau from the jurisdiction of the United Kingdom to the People's Republic of China, with the inclusion of continued arrangements for these territories to maintain participation in certain international organization affairs.

In this respect, the participation of the Hong Kong and Macau in United Nations world conferences appeared not to be an acceptable extension of the associate membership status of Hong Kong and Macau in ESCAP, although such participation was routinely enjoyed by other AMCs.

As no AMC participated in the October 2000 Latin American and Caribbean Regional Preparatory Conference for the Special Session, no recommendation emerged from that regional meeting from where recommendations on AMC participation often emanate. Instead, the request for the addition of the category was made during the 55<sup>th</sup> Session of the General Assembly consideration of the item.

### Special Session on HIV/AIDS

The second special session convened by the General Assembly in 2001 examined the Problem of human immunodeficiency virus/acquired immunodeficiency syndrome (HIV/AIDS)

in all its aspects, and was held from 25 to 27 June 2001 at United Nations headquarters in New York The session was authorised by resolutions of the General Assembly which adopted the Declaration of Commitment on HIV/AIDS Global Crisis - Global Action.

No provisions were made for the participation of AMCs to participate in the proceedings.

### World Conference against Racism

In addition to the two special sessions, the United Nations General Assembly convened in 2001 the World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance in Durban, South Africa from 31 August to 7 September. The session was authorised by resolution of 1997 lvii which set out a series of main objectives. By resolution of 1998, the Assembly took note of relevant resolutions of the Committee on Human Rights of the same year concerning elements of the preparatory process. By resolution of 1999, the Assembly adopted a provision that the world conference and its Preparatory Committee "should be open to the participation of" a wide range of stakeholders, including:

"Representatives of all regional organisations and regional commissions involved in the preparation of regional meetings, as well as associate members of the regional commissions. Iviii

The inclusion of the text for associate membership participation was added to the resolution during General Assembly consideration on convening the conference, and had not been considered in the preparatory process to that point.

Accordingly, at its 4<sup>th</sup>, 5<sup>th</sup> and 7<sup>th</sup> meetings, the Preparatory Committee considered the draft provisional rules of procedure of the conference. A number of amendments were added to the original text, including Rule 60 which indicated that:

"Representatives designated by associate members of regional commissions may participate, as observers, without the right to vote, in the deliberations of the Conference, the Committees and any other committee or working group."

The rules of procedure for the conference, with the associate member inclusion contained therein, was adopted at the 7<sup>th</sup> meeting of the preparatory committee meeting. Rule 60 did not require a footnoting of associate member countries.

### Special Session on Children

In 2002, one special session and three international conferences were convened by the General Assembly, along with one Summit convened by a United Nations specialised agency. In this connection, a Special Session of the General Assembly was convened "to review the achievement of the goals of the "World Summit for Children." It was decided by the Assembly in its 1999 resolution to "invite States members of the specialised agencies that are not members of the United Nations to participate in the work of the special session in the capacity of observers." <sup>lxi</sup>

By a 2001 resolution, the composition roundtables were set forth. The session was rescheduled from September 2001 to May 2002 as a result of the crisis precipitated by the events

of 11 September 2001 in New York. No provisions for associate member participation were included in the Summit.

### International Conference on Financing for Development

The second activity of the General Assembly in 2002 was the convening of the International Conference on Financing for Development from 18-22 March in Monterrey, Mexico. The Assembly by resolution in 1999 "decide(d) to convene in 2001 a high-level intergovernmental event of political decision makers, at least at the ministerial level, on financing for development..." <sup>Ixiii</sup> The initial resolution did not address participation.

By resolution of 2000, the Assembly revised the date of the conference for the first quarter of 2002, but again did not address the issue of invitees other than "request(ing) the Secretary-General to address a letter to all Governments further sensitizing them to the high profile and high level of participation that the substantive preparatory process and the high-level international intergovernmental event on financing for development deserve".

Subsequently, in 2001, the General Assembly adopted a resolution which "decide(d) that the high-level international intergovernmental event on financing for development (would) take the form of an international conference, under the auspices of the United Nations, at the highest political level, including at the summit level, and accept(ed) with gratitude the generous offer of Mexico to host this conference, to be named the International Conference on Financing for Development".

Also in 2001, the Assembly adopted a resolution in which it decided to invite business sector entities with consultative status with ECOSOC. Such business entities, not in consultative status, were to be accredited on an ad hoc basis. The resolution also invited "States members of the United Nations, States members of the specialized agencies, and observers in accordance with the established practice of the General Assembly". [Ixvi]

Pursuant to the resumed third session of the Preparatory Committee held from 15-19 October 2001, the provisional rules of procedure of the conference were approved for consideration of the Second Committee of the General Assembly. The Preparatory Committee was acting upon the recommendation of its bureau, as contained in the Fourth Report of the Bureau of the Preparatory Committee (Addendum). The provisional rules were later adjusted with the inclusion of the footnoting of the AMCs: lxix

"Representatives designated by associate members of regional commissions my participate as observers, without the right to vote, in the deliberations of the Conference, the Main Committee and, as appropriate, any other committee or working group."

The entire rules of procedure were subsequently adopted by the Second Committee, and the Assembly.

### Second World Assembly on Ageing

The third activity of 2002 was the Second World Assembly on Ageing which convened from 8-12 April 2002 in Madrid, Spain. The activity was authorised by the General Assembly as a follow-up to the World Assembly on Ageing held in Vienna, Austria in 1982 which adopted the International Plan of Action on Ageing. lxx

Accordingly, by resolution of 2000, the General Assembly "decide(d) to convene the Second World Assembly on Ageing in 2002, on the occasion of the twentieth anniversary of the first World Assembly on Ageing held at Vienna, to be devoted to the overall review of the outcome of the first World Assembly, as well as to the adoption of a revised plan of action and a long-term strategy on ageing, encompassing its periodic reviews, in the context of a society for all ages". The resolution invited United Nations member States to participate, as well as members of specialised agencies and intergovernmental organizations as observers. The text also requested voluntary contributions to the United Nations Trust Fund for Ageing in support of preparatory activities of the Second World Assembly, including the participation of least developed countries. Subsequently, the General Assembly adopted a second resolution of the same year which addressed aspects of the preparatory process, but did not deal with expanding participation to the session.

An extensive draft resolution on the trust fund was later recommended to ECOSOC by the Commission for Social Development acting as the preparatory committee for the World Assembly at its 2001 session. The resolution was adopted by ECOSOC during its 2001 substantive session, and subsequently by the General Assembly the same year.

The preparatory committee also recommended to ECOSOC a draft decision on participation of non-governmental organizations (NGOs) in the World Assembly. The text was adopted by ECOSOC in its 2001 resolution. The General Assembly in its subsequent resolution on the World Assembly did not address the two ECOSOC draft decisions. Ixxvii

A second draft decision was recommended to ECOSOC by the preparatory committee regarding the Provisional Rules of Procedure, containing a provision for the inclusion of the category of associate members of regional commissions, with the listed eligible countries footnoted:

"Representatives designated by the footnoted associate members of regional commissions may participate as observers, without the right to vote, in the deliberations of the Assembly, the Main Committee, the Hearing Committee and, as appropriate, any other committee or working group."

The rules of procedure were adopted by ECOSOC at the same 2001 session and subsequently by the General Assembly by decision of 2001.

### World Food Summit: five years later

Under the auspices of the FAO, the World Food Summit - five years later was convened in Rome, Italy from 10-13 June 2002.

The provisional rules of procedure adopted by FAO used for the Summit included as observers "representatives of organisations having received a standing invitation from the General Assembly of the United Nations to participate in the sessions and work of international conferences convened under its auspices shall have the right to participate as observers, without the right to vote, in the deliberations of the Summit," representatives of United Nations agencies and intergovernmental organizations, and non governmental organizations. No provision was made for the participation of AMCs consistent with the earlier finding that this category is generally omitted when the preparatory process is handled by a specialised agency. Ixxxii

### The World Summit on Sustainable Development

The final activity of the General Assembly in 2002 was the convening of the World Summit on Sustainable Development which was held in Johannesburg, South Africa from 26 August - 4 September 2002. The Assembly authorised the Summit by resolution of 2000 which "decide(d) to organize the ten-year review of progress achieved in the implementation of the outcome of the United Nations Conference on Environment and Development in 2002 at the summit level to reinvigorate the global commitment to sustainable development". The resolution also welcomed the establishment of a trust fund to support the participation of developing countries in the preparatory process and the Summit itself.

In 2001, the Assembly had earlier adopted a resolution which 'approved the provisional rules of procedure, as recommended by the Commission on Sustainable Development acting as the Preparatory Committee for the Summit at its organisational session'. <sup>lxxxiii</sup> The text included the relevant provision for participation of associate member countries:

'Representatives designated by associate members of the regional commissions listed in the footnote may participate as observers, without the right to vote, in the deliberations of the Summit, the Main Committee and, as appropriate, any other committee or working group." lxxxiv

### The World Summit on the Information Society (WSIS)

The WSIS was convened in Geneva. Switzerland from 10-12 December 2003. The General Assembly by resolution in 2001 "welcome(d) the resolution adopted by the Council of the International Telecommunications Union (ITU) at its 2001 session, in which the Council endorsed the proposal of the Secretary-General of the International Telecommunications Union to hold the World Summit on the Information Society at the highest possible level" and invited the ITU to "assume the leading managerial role in the executive secretariat of the Summit and its preparatory process". Lixxxv

Whilst the subsequent resolution of the Assembly in 2002 did not address the issue of participation, laxari the matter was taken up in the preparatory process in the context of the rules of procedure.

Accordingly, the arrangements for participation were addressed at the first sitting of the first preparatory committee which convened from 1-5 July 2002. The rules were ultimately adopted by the plenary of the preparatory committee at its third session which convened from 15 to 26 September 2003. lxxxvii

Accordingly, the text included the following provision, with the footnoting of the countries contained therein:

"Representatives designated by associate members of regional commissions may participate as observers, without the right to vote, in the deliberations of the plenary meetings of the Summit and, as appropriate, any other committee or working group."

## International Meeting for the 10-year Review of the Barbados Programme of Action for the Sustainable Development of Small Island Developing States

The 10-year review of the Barbados Programme of Action on the Sustainable Development of Small Island Developing States is scheduled to convene in Port Louis, Mauritius, from 30 August-3 September 2004. The meeting was authorised by the General Assembly in its resolution of 2002 in which it "decide(d) to convene an international meeting in 2004 to undertake a full and comprehensive review of the implementation of the Programme of Action (on small islands) as called for in the Johannesburg Plan of Implementation". Ixxxix The resolution also included a provision for the participation of AMCs in the International Meeting:

"Call(ed) for the participation of associate members of regional commissions in the comprehensive review of the Programme of Action, and in the preparatory process thereof, as observers, in the same capacity specified for their participation in the Global Conference on the Sustainable Development of Small Island Developing States, held in 1994, and in the twenty-second special session of the General Assembly, held in 1999 to review the implementation of the Programme of Action." xc

The resolution also decided "to establish a voluntary fund for the purpose of assisting small island developing States, including the least developed among them, to participate fully and effectively in the international meeting as well as in the various preparatory processes" Associate member countries were eligible to access the fund, on a modified basis, consistent with the eligibility in the 1994 Global Conference on the Sustainable Development Small Island Developing States.

### Regional mandate

The CDCC has adopted a series of resolutions in favour of the integration of its AMCs in the United Nations system.

At its tenth Session in 1987, the CDCC adopted resolution 21(X) which "directed the CDCC secretariat to examine the access of the (associate member countries) to programmes and activities of the U.N. system with the aim of identifying areas within the system which could provide technical and other assistance in the furtherance of their development process". At its eleventh session in 1988, the CDCC called for the continuation of this early initiative.

At its twelfth session in 1989, the CDCC by resolution 27(XII) created the Working Group on Non Independent Country Access to the United Nations System, and at its fourteenth Session in 1992, the CDCC adopted the Report of the First Meeting of the Working Group by Resolution 37(XIV). The resolution also "reiterated its request that the secretariat seek the resources to assist the Working Group in carrying out its analysis on the criteria for NICC participation in the United Nations system, and to assist the Working Group in initiating contact with the governing councils of the United Nations specialised agencies/technical organs to determine the modalities for the inclusion of NICCs in their respective programmes, and in convening a meeting of the Working Group to carry out its mandates". \*\*xciii\*

The resolution also supported the inclusion of provisions extending observer status to AMCs of regional economic commissions in the terms of reference of the relevant meetings, conferences, programmes and activities authorized by the United Nations General Assembly, ECOSOC and other organizations of the United Nations system.

At its fifteenth session, the CDCC approved resolution 44(XV) which requested the CDCC secretariat to take note of the matters of particular interest to AMCs, as referred to in the work programme of the CDCC, in particular an analysis of rules of procedure on United Nations world conferences and eligibility criteria for participation in voluntary funds. The subsequent ECLAC resolution 543(XXV) supported the participation of AMCs in various United Nations world conferences and by resolution 574(XXVII), ECLAC supported the creation of mechanisms for the AMCs to participate in relevant special sessions of the General Assembly and in the work of ECOSOC.

### II Issues of interest

Substantive issues of interest for AMCs emanating from the United Nations world conferences, summits, and relevant international meetings and special sessions tend to follow the same pattern of other SIDS consistent with the development options and constraints of other small States. Those issues emerging from the sessions in which the AMCs were eligible are outlined in the following chart:

Figure 2. Issues for AMCs from United Nations World Conferences

World Conference	<b>Emergent Issues</b>
United Nations Conference on Environment and Development (1992), its five year review (1997)	*Demographic Dynamics and Sustainability * Protection of Human Health * Policy-Making for Sustainable Development * Protection of the Atmosphere * Integrated land-resource use * Sustaining biological diversity * Safeguarding the ocean's resources * Protecting & Managing Freshwater Resources * Managing Hazardous and Radioactive Wastes * Management of Solid Waste Management
United Nations Conference on Straddling and Highly Migratory Fish Stocks (1993-95)	* Conservation and Management of Fish Stocks  * Regional fishing management arrangements  * Duties of the flag state  * Peaceful Settlement of Disputes  * Data collection, compilation and exchange
Global Conference on the Sustainable Development of Small Island States (1994) and its five year review (1999)	* Climate change and sea-level rise  * Natural and environmental disasters  * Management of Wastes  * Coastal and marine resources  * Freshwater and land resources  * Energy resources  * Tourism resources
International Conference on Population and Development (1994) and its five-year review (1999)	* Integrated population and development strategies.  * Population and environment * Gender Equality * Diversity of family structure and composition * Population Growth and Structure * Reproductive Rights and health * Health Morbidity and Mortality * Population Distribution and development * Population Density * International Migration * Population Development and Education
World Conference on Natural Disaster Reduction (1994)	* Disaster prevention and mitigation * Disaster preparedness * Post disaster rehabilitation

Fourth World Conference on Women (1995) and its five year review (2000)	* Women and poverty * Education and Training of Women * Women and Health * Violence against women * Women and armed conflict * Women and the economy * Women in power and decision-making * Human Rights of Women * Women and the media * Women and the environment * The girl-child
World Summit for Social Development (1995) and its five year review (2000)	* Eradication of poverty  * Expansion of productive employment  * Reduction of unemployment  * Social integration
U.N. Conference on Human Settlements (HABITAT II) (1996) and five-year review (2001)	* Adequate shelter * Community-based housing * Access to land * Mobilizing sources of finance * Sustainable land and energy use * Sustainable transport and communication * Conservation and rehabilitation of historical and cultural heritage * Decentralization of governance
World Conference Against Racism, Racial Discrimination, Xenophobia and Related Intolerance (2001)	* Sources, causes and forms of racism, racial discrimination, xenophobia, and related intolerance * Victim groups including those of African descent * Indigenous peoples * Migrants and refugees
International Conference on Financing for Development (2002)	* Mobilizing domestic financial resources for development * Foreign direct investment * International trade for development * Technical cooperation for development * Alleviation of external debt

Second World Assembly on Ageing (2002)	* Participation of older persons in society and development  * Recognition of social, cultural, economic and political contribution of older persons  * The ageing work force  * Employment opportunities for older persons  * Access to knowledge, education and training  * Reduction of poverty among older persons  * Advancing health and well-being into old age  * Care and support for caregivers
World Summit on Sustainable Development - ten year review of International Conference on Environment and Development (2002)	* Poverty eradication * Protection and ,management of natural resource base * Sustainable development and globalisation *Health and sustainable development * Sustainable of small island states
World Summit on the Information Society (2003)	* The role of governments in the promotion of information and communication technology (ICT) * ICT infrastructure * Access to knowledge and information * Capacity building * Internet governance

Source: Programmes of Action of the relevant United Nations world conferences, summits, International Meetings and Special Sessions in which the associate member countries were eligible for participation; United Nations website; 2003.

### III. Issues of concern

The extent of participation of AMCs in United Nations world conferences, summits, international Meetings and special sessions varies from country to country dependent on a variety of factors including the level of political and financial commitment to such participation, as well as the extent of awareness of eligibility. In this regard, while a political commitment may exist in many cases, it is often the case that the financial resources are not available for associate member participation in these sessions where it may be available for other developing countries.

The actual level of participation of associate member countries in these General Assembly activities, in the capacity of observer, is reflected as follows:

Figure 3. Extent of Participation of Associate Member Countries in United Nations World Conferences

World Conference	Associate Member Country Participation
U.N. Conference on Environment and Development, Brazil (1992)	ECLAC: Aruba, Netherlands Antilles, Puerto Rico, US Virgin Islands
	ESCAP: American Samoa, Hong Kong, Niue
International Conference on Population and Development, Egypt (1994)	ECLAC: Aruba, British Virgin Islands, Netherlands Antilles, US Virgin Islands
	ESCAP: Guam, Palau (before achieving associate statehood and full ESCAP membership).
Global Conference on the Sustainable Development of Small Island Developing States,	ECLAC: Aruba, British Virgin Islands, Montserrat, Netherlands Antilles, US Virgin Islands
Barbados (1994)	ESCAP: Guam, Niue, Nouvelle Caledonie, Polynesie Française, Palau
World Conference on Natural Disaster Reduction,	ECLAC: British Virgin Islands
Japan (1994)	ESCAP: Cook Islands (as State participant), Niue
Fourth World Conference on Women, China (1995)	ECLAC: Netherlands Antilles, Puerto Rico
	ESCAP: American Samoa, Northern Mariana Islands, Guam, Macau
World Summit for Social Development, Denmark (1995)	no associate member participation recorded
U.N. Conference on Human Settlements (HABITAT II), Turkey (1996)	no associate member participation recorded
Five year review of United Nations Conference on Environment and Development, New York (1997)	no provision for associate member participation
Twenty-first Special Session of the General Assembly on the overall review and appraisal of the implementation of the Programme of Action of the International Conference on Population and Development, New York (1999)	ECLAC: Montserrat, US Virgin Islands ESCAP: Guam
Twenty-second Special Session of the General Assembly to review the Barbados Programme of Action on the Sustainable Development of Small Island States, New York (1999)	ECLAC: Anguilla, US Virgin Islands ESCAP: none

Twenty-third special session of the General Assembly on the overall review and appraisal of the implementation of the Fourth World Conference on Women, New York (2000)	ECLAC: US Virgin Islands ESCAP: Cook Islands
Review by the UN General Assembly of the World Summit for Social Development, Geneva (2000)	ECLAC: US Virgin Islands ESCAP: none
Twenty-Fifth Session of the General Assembly on the overall review and appraisal of the implementation of the outcome of the U.N. Conference on Human Settlements, New York (2001)	ECLAC: Puerto Rico, US Virgin Islands ESCAP: none
World Conference Against Racism, Racial Discrimination, Xenophobia and Related Intolerance, South Africa (2001)	ECLAC: US Virgin Islands ESCAP: none
International Conference on Financing for Development, Mexico (2002)	ECLAC: Puerto Rico, US Virgin Islands ESCAP: none
Second World Assembly on Ageing, Spain (2002)	ECLAC: Netherlands Antilles, Puerto Rico ESCAP: none
World Summit on Sustainable Development - ten year review of International Conference on Environment and Development, South Africa (2002)	ECLAC: Netherlands Antilles, Puerto Rico, US Virgin Islands  ESCAP: none
World Summit on the Information Society, Geneva (2003)	ECLAC: US Virgin Islands ESCAP: none

Source: Reports of the relevant United Nations world conferences, summits, international meetings and special sessions in which the associate member countries were eligible for participation; United Nations website; 2003.

From the information contained in Figure 3, it is evident that the level of participation of the associate members in the United Nations world conferences has remained inconsistent during the period, ranging from moderate attendance by some AMCs to little or no participation in several cases. Of the 15 events in which AMCs were eligible during 1992-2003 (Figure 3), no AMC participated in all of the sessions.

In the ECLAC region, the AMC which participated in the most sessions during the period was the United States Virgin Islands which attended 12 of the 15 eligible events, with the next most frequent participant being the Netherlands Antilles and Puerto Rico. Aruba and the British Virgin Islands participated in three sessions each, with Montserrat attending two conferences and Anguilla participating in one session.

In the ESCAP region, the AMC which participated in the most sessions was Guam which participated in four sessions, followed closely behind by Niue with attendance in three sessions, and American Samoa and the Cook Islands participating in two conferences. The Northern Mariana Islands, Hong Kong, Macau, New Caledonia and French Polynesia all participated in only one session.

It is to be noted that the 1994 Global Conference on the Sustainable Development of Small Islands enjoyed the largest number of AMC participants, 10, preceded by UNCED in 1992 garnering seven AMC participants. The 1994 International Conference on Population and Development and the 1995 Fourth World Conference on Women amassed six AMC governments, respectively. No other conference drew more than three AMC participants, and two sessions found no AMC participation.

As referenced earlier, this inconsistency in participation can be traced to a number of factors:

• Administrative deficiencies - with the exception of a few ECLAC associate member countries, no separate ministry of foreign/external affairs, or focal point, exists in most of the eligible countries. As a result, AMCs experience difficulty in following the international preparatory processes leading to the world conferences themselves, although AMCs are often more represented in the regional preparatory meetings where funding is available in many cases (the level of participation by AMCs in regional preparatory sessions is not examined in depth in the present paper). The fact that the international preparatory process usually takes place outside of the regional context (e.g. New York, Geneva, Vienna) is another factor inhibiting the extent to which the AMC governments follow the progress of these sessions, although in recent years the progress can be tracked via the United Nations website.

It is further noted that there is usually no formal invitation issued to AMCs to participate in the international preparatory meetings, and as such, the AMC governments are often unaware that they are eligible to participate in these sessions. This often leads to a scenario of the receipt of a one-page invitation from the United Nations Secretariat for the AMC to participate in a given world conference or special session without having been aware of the context in which the session is being held, since there was no previous involvement in the international preparatory process.

### • Absence or limited external representation

Related to the administrative difficulties is either the limitation or absence of overseas representation to cover the preparatory phases of the world conferences. In some cases, overseas representation exists for the promotion of tourism or investment, which often coincidentally happens to exist in the same city as that where international organizations are located.

### • Inconsistent access to external assistance

For those AMCs which do manage to follow these international processes, it is often the case that AMC governments are not made eligible for the various financial mechanisms, including voluntary funds for developing countries. Assistance from United Nations agencies has been made available in a number of instances, but only after concerted effort to have such assistance made available. the United Nations Population Fund (UNFPA), for example, provided assistance for ECLAC associate member countries to attend the 1994 International Conference on Population for Development following a request to UNFPA by ECLAC. The 1994 Global Conference on the Sustainable Development of Small Island Developing States and the 2004 10-year review of the Barbados Programme of Action provided for the eligibility of the associate member countries in the voluntary fund to participate in the conference. It is not surprising that the largest AMC participation in world conferences coincides with the availability to access resources, given the fact that the AMCs usually do not have budgetary allotments for external affairs.

### IV. Conclusions

In order to strengthen and enhance the involvement of associate member countries in the international process, including their participation in future United Nations world conferences, special sessions, summits and international meetings, as well as in the programmes of action emanating from these activities, a number of actions might be considered at the national, regional and international levels:

### National actions

• In an era of globalisation, AMCs should consider creating senior level focal points for the coordination of their participation in international affairs, in particular United Nations affairs. In the cases of the Netherlands Antilles and Aruba, a full-fledged ministry exists for this purpose consistent with the modern associated State arrangement enjoyed by these two AMCs within the Kingdom of the Netherlands. The high degree of participation in the United Nations world conferences, summits and special sessions by the Netherlands Antilles is a function of the work of this active ministry.

In cases where the creation of such a ministry might be considered "politically incorrect," owing to the nature of less-autonomous political status arrangements of many AMC governments, the designation of a focal point at senior/ministerial level would be particularly useful, as exists in the United States Virgin Islands. This mechanism has facilitated the highest level of participation in the United Nations world conferences, as illustrated above.

The ministry or focal point would be responsible for monitoring general international affairs developments as related to the respective AMC, and disseminating information to the relevant ministries and civil society, as appropriate, on conferences, training and other

activities. The ministry/focal point would be responsible for following the regional and international preparatory processes of the various United Nations world conferences, and to work collaboratively with other AMCs to maximise opportunities for AMC participation, including the access to resources.

AMCs should consider the enhancement of their external offices to include representation
in international, intergovernmental activities. In this connection, an overseas office in
New York which might promote tourism or investment could be augmented to include
monitoring of relevant U.N. affairs, and could service preparatory sessions of world
conferences, along with other activities in the economic and social sphere.

### Regional actions

 As the institution from which the participation of AMCs in United Nations world conferences originated, the regional economic commissions have a special and primary role to play in assisting AMCs in maximising their participation in the international process. The two regional commissions which have associate members, ECLAC and ESCAP, are critical to the successful implementation of the General Assembly and ECOSOC mandates on AMC participation in the world conference process.

In this connection, close collaboration should be established between the two commissions, including the establishment of internal competencies within both commissions, to continually promote and increase the present inconsistent level of participation of their respective AMCs in the world conferences and special sessions of the General Assembly. A joint project between the two commissions in this regard should be considered in order to facilitate this cooperation.

- ECLAC should strengthen the "Working Group of Non-Independent Caribbean Countries" of the CDCC in order to provide a more active mechanism to support initiatives specifically related to the AMCs.
- The regional commissions should publish via the internet and in printed format regular information on issues of particular interest and concern to the AMCs, including matters related to eligibility criteria for AMC participation in United Nations world conference and other sessions and on the preparatory process of these sessions.
- The regional commissions, in conjunction with those tertiary institutions in the countries wherein competence lies, should provide advanced training in international affairs, diplomacy, international organizations and related areas to assist the human resource capacity of the AMC governments to maximise their participation in the international process.

### International actions

• The General Assembly and ECOSOC should intensify implementation of the relevant resolutions of these respective bodies designed to assist the non-independent countries in

expanding their participation in the international process. This intensification might take the form of collaboration with those regional commissions which have AMCs.

- United Nations specialised agencies should provide for the participation of AMCs during
  preparatory sessions of United Nations world conferences when these agencies serve as
  the preparatory committee of the world conferences concerned. In this connection, close
  collaboration should be established between the specialised agencies and the relevant
  regional commissions.
- ECOSOC should provide for a formal status for AMCs in the work of the Council, in the capacity of observer or associate member, consistent with relevant resolutions of ECLAC, ECOSOC, and the General Assembly.
- The Office of Regional Commissions at United Nations Headquarters should assist the AMCs which are not represented on a regular basis in New York with the provision of information on matters of interest to the AMCs.

It is clear that the AMCs of ECLAC and ESCAP have evolved to a strategic point in their development process that should facilitate their logical progression to a more regular and comprehensive participation in the United Nations system, consistent with their level of political maturation and awareness of the importance of their role in international deliberations which impact on their economic and political viability as emerging micro-States.

The international community should show their flexibility by facilitating the participation of AMCs, on a regular basis, in world conferences and special session/summit proceedings. As stated by one associate member of ECLAC before the Inter-Regional Meeting of Small Island Developing States to Review Implementation of the Programme of Action on the Sustainable Development of Small Island Developing States, held in Nassau, The Bahamas in January, 2004,

"Small Island Developing Countries span the globe, and exist under a variety of political and constitutional arrangements. The UN General Assembly in its considered wisdom has provided for the participation of many of the overseas countries and territories in the social and economic spheres of the United Nations system - most importantly, in this process on the sustainable development of small island developing states. It is a modern and pragmatic approach that has been in place for over a decade. It is an approach that assists the (associate members of regional economic commissions) in their development process, while contributing greatly to the development of our capacity to govern their sustainable economic, social and political development. In the sustainable development of small island states, no island must be left behind. \*\*Civ\*\*

### **Endnotes**

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<sup>&</sup>lt;sup>ii</sup> Concurrence with associate membership of the non-independent country, on the part of the member state responsible for its international affairs, constitutes a delegation of authority for the associate member country to participate in the UN regional commission pursuant to the relevant provisions of the terms of reference.

iii <u>Biennial Report, Economic Commission for Latin America and the Caribbean,</u> Economic and Social Council Official Records, (16 April 1992 - 27 April 1994), Supplement No. 18, United Nations; Santiago, Chile.

iv Meeting of the Working Group on Non-Independent Caribbean Countries, Caribbean Development and Cooperation Committee; St. Georges, Grenada; 7 December 1992.

<sup>&</sup>lt;sup>v</sup> Decision 4/2 of the Preparatory Committee of the United Nations Conference on Environment and Development; 3 April 1992.

vi United Nations General Assembly Resolution 46/469 of 13 April 1992.

vii <u>United Nations Conference on Straddling and Highly Migratory Fish Stocks</u>, Rule 61 of the Rules of Procedure, U.N. Document A/CONF. 164/6; 3 May 1993.

viii Corbin, Carlyle; <u>Islands at the Crossroads: Politics in the Non-Independent Caribbean</u>, Rivera and Ramos, (ed ), Ian Randle Publishers; Kingston, Jamaica; 2001.

ix Resolution 543(XXV) on "Participation of Associate Members of ECLAC in United Nations World Conferences," 25<sup>th</sup> Session of ECLAC, Cartagena de Indias, Columbia, 1994; Biennial Report of ECLAC (16 April 1992 - 27 April 1994), Economic and Social Council Official Records 1994, Supplement No. 18

<sup>&</sup>lt;sup>x</sup> Resolution 543(XXV) on "Participation of Associate Members of ECLAC in United Nations World Conferences," 25<sup>th</sup> Session of the Economic Commission for Latin America and the Caribbean (ECLAC), Cartagena de Indias, Colombia, 1994

xi <u>Provisional Rules of Procedure</u>, Global Conference on the Sustainable Development of Small Island Developing States, U.N. Document A/CONF.167/2; 7 April 1994.

United Nations General Assembly Decision 48/496 of 24 March 1994 entitled "Global Conference on the Sustainable Development of Small Island Developing States," U.N. Document A/CONF.167/PC/L.11 on "Preparations for the First Global Conference on the Sustainable Development of Small Island Developing States on the basis of General Assembly Resolution 47/189 and taking into account other relevant General Assembly Resolutions: Operations of the Voluntary Fund," 11 March 1994.

xiii Corbin, Carlyle; pg. 150.

xiv Final Report of the Latin American and Caribbean Regional Conference on Population and Development, Mexico City, 29 April - 4 May 1993; U.N. Document LC/G.1762(Conf 83/4), LC/DEM/G.134; 23 July 1993, pg. 27.

- xvi Resolutions and Decisions adopted by the Economic and Social Council at its Substantive Session of 1993, Geneva, 28 June 30 July 1993; U.N. Document E/1993/INF/6; 7 December 1993.
- xvii International Conference on Population and Development, <u>Provisional Rules of Procedure of the Conference</u>, Note by the Secretary General; U.N. Document A/48/953; 23 June 1994, pg. 17.
- xviiiReport of the International Conference on Population and Development, Cairo, Egypt, 5-13 September 1994; U.N. Document A/CONF. 171/13; 18 October 1994; pg. 124.
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- <sup>lvi</sup> The Basic Law of the Hong Kong Special Administrative Region of the People's Republic of China (PRC) was adopted on 4 April 1990 by the Seventh National People's Congress (NPC) of the PRC. It came into effect on 1 July 1997. Article 152 of the Basic Law entitled "External Affairs" sets forth that:
  - "Representatives of the Government of the Hong Kong Special Administrative Region may, as members of delegations of the People's Republic of China, participate in international organizations or conferences in appropriate fields limited to states and affecting the Region, or may attend in such other capacity as may be permitted by the Central People's Government and the international organization or conference concerned, and may express their views, using the name "Hong Kong, China." [italics added].

The Hong Kong Special Administrative Region may, using the name "Hong Kong, China", participate in international organizations and conferences not limited to states.

The Central People's Government shall take the necessary steps to ensure that the Hong Kong Special Administrative Region shall continue to retain its status in an appropriate capacity in those international organizations of which the People's Republic of China is a member and in which Hong Kong participates in one capacity or another.

The Central People's Government shall, where necessary, facilitate the continued participation of the Hong Kong Special Administrative Region in an appropriate capacity in those international organizations in which Hong Kong is a participant in one capacity or another, but of which the People's Republic of China is not a member."

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