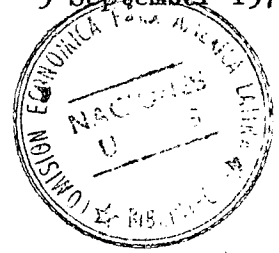


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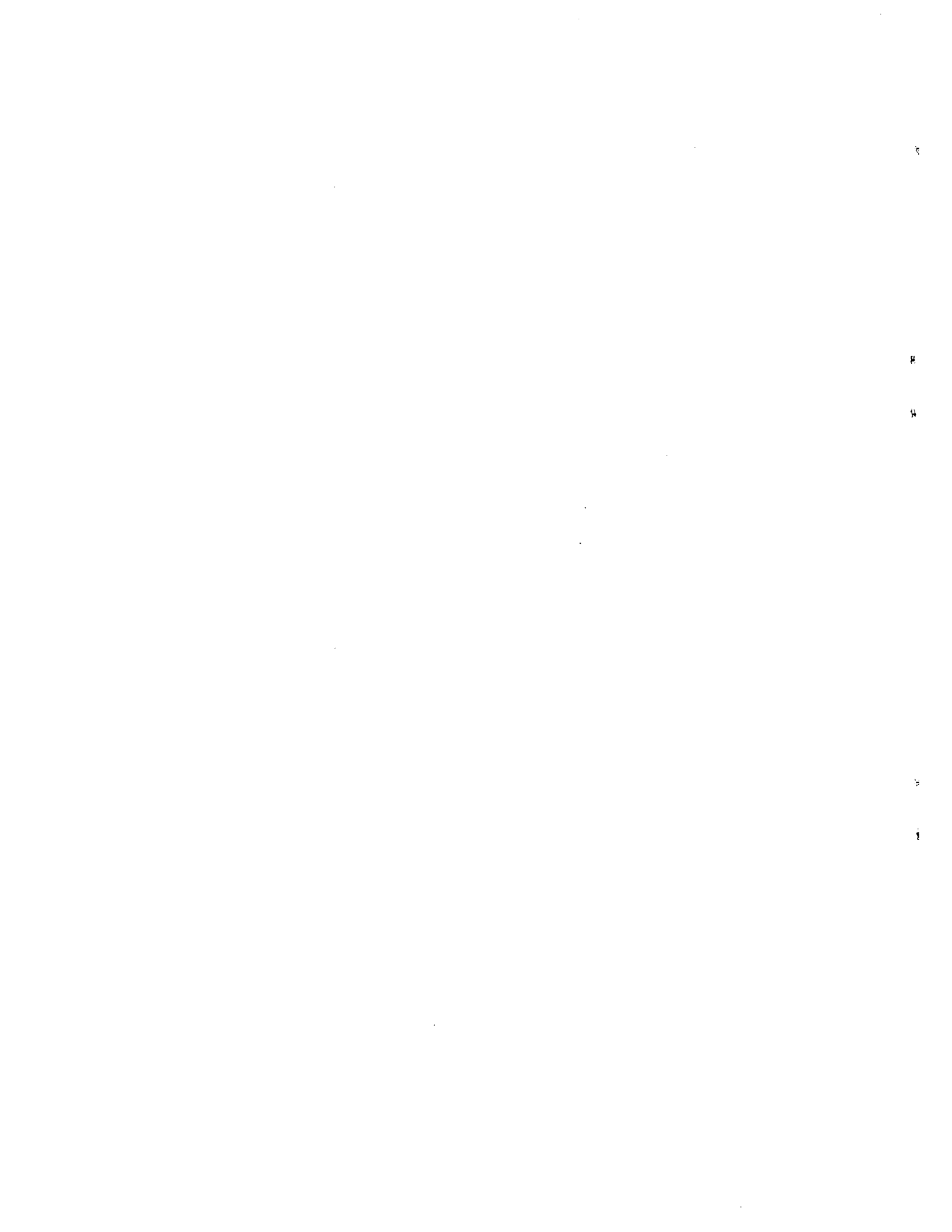


ECONOMIC COMMISSION FOR LATIN AMERICA  
Office for the Caribbean

E C L A

and the

UNDAT (Caribbean)



## P R E F A C E

The focus of this paper is ECLA - not the UNDAT. The purpose is to set down clearly the motivations and events relating to ECLA's involvement with the UNDAT (Caribbean). It has become increasingly apparent that the views about the orientation of work of the UNDAT (Caribbean) at New York, at Santiago, and in the Caribbean do not necessarily coincide.

Having regard to ECLA's role as the promoter of the project, and the view that the Governments take of ECLA's responsibility for introducing the project into the Caribbean, it is of some importance that ECLA should re-define its role. This becomes necessary in view of the somewhat confused situation since August 1971.

No attempt is made here to specify a role for the Office for the Caribbean; this derives from the role of the Commission.

S. St. A. Clarke

F R A N C E

The focus of this paper is ECIA and the EIB. The purpose is to set down clearly the motivations and events relating to ECIA's involvement with the UNCTAD (Caribbean). It has become increasingly apparent that the views about the orientation of work of the UNCTAD (Caribbean) at New York, at Santiago, and in the Caribbean are not necessarily coincident.

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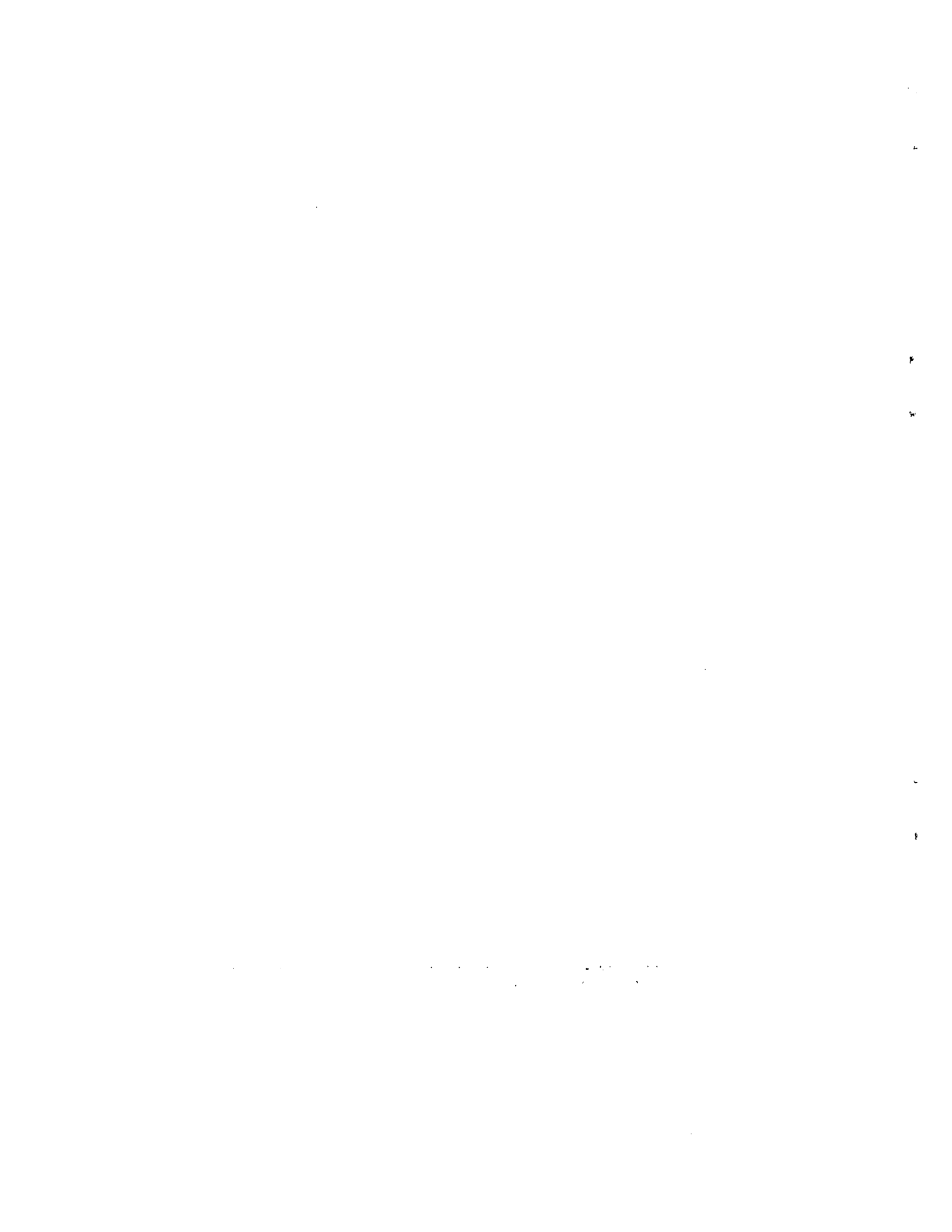
R. S. A. Clarke

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## INTRODUCTION

The United Nations Development Advisory Team (Caribbean) poses for ECLA a problem in the field of its external relationships with the Governments, which perhaps has not been fully appreciated. The project was formally introduced to the Governments by the Executive Secretary of the Commission, along with the text for a Memorandum of Understanding, and was accepted by all the Governments; this was the basis for negotiations over the period 13 March 1970 to May 1971. <sup>1/</sup>

It is of some importance to bear in mind the fact that the formal communication to the Governments was made in the light of preparatory missions carried out by a senior staff member from UN headquarters who was assigned the task of determining the form and functioning of assistance that would be most suitable to the circumstances of the Caribbean. The Governments on their part decided to delegate to the Secretary-General of CARIFTA Secretariat and the Executive Secretary of the ECCM Secretariat certain responsibilities for working out the details regarding operation of the project including the nature of its activities. It was in this context that consultations were held in which the ECLA, CARIFTA Secretariat, and the ECCM Secretariat participated. <sup>2/</sup>

Subsequently, however, some fundamental internal UN decisions were taken which changed the entire character of UNDAT activities as these were previously understood in the area. Moreover these decisions had the effect of changing the institutional relationships that were considered by the CARIFTA and ECCM Secretariats to be important prerequisites for the UNDAT's effective operation in the field. <sup>3/</sup>

The present situation is that the Governments have never been informed by ECLA that the arrangements negotiated subsequent to the Memorandum of Understanding are no longer applicable. Their

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<sup>1/</sup> See Annexes I and II.

<sup>2/</sup> See Annex III.

<sup>3/</sup> See Annex IV.

information as to a change in the situation has come from discussions conducted by the UNDAT Team Leader with the Governments and the Secretariats after he assumed duties. <sup>4/</sup> In the circumstances, the basic question remains, i.e. what is the status of the Memorandum of Understanding sent to Governments by the Executive Secretary. In other words, the nature of the ECLA commitment as transmitted to Heads of Governments March 1970 has not been explained and, so far as Governments are concerned has not been followed up. There is also the subsidiary question as to what ECLA now intends to do about the project, which had been promoted at the level of the Executive Secretary.

#### ECLA'S ORIGINAL CONCEPT

At the inception of the Office in 1966 the assumption was that ECLA had the intention of working towards establishing an Office in the Caribbean on the basis of a viable nucleus of staff members that would eventually embrace the range of disciplines which comprises ECLA activities. In particular, it was expected that in time the Office would have facilities to deal with: natural resources, infrastructure and investment, monetary and fiscal policies, trade policy and integration, social affairs, agriculture and industry. <sup>5/</sup> While, therefore, the Caribbean Office was never intended to be of a size comparable to that of the Mexico Office, it was accepted that it should have adequate breadth and depth of expertise to properly integrate the Caribbean into the range of ECLA activities.

It was against this background that the Office's work programmes submitted each year from 1968 to 1971, were prepared. The work programmes inter alia contained an outline of the activities which would be performed

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<sup>4/</sup> It may be observed that apparently the Team Leader's explanation of the changed situation introduced some uncertainty, since area Governments and institutions continued to approach the Office for the Caribbean for clarification and information. ECLA personnel were unable to clarify the situation since the Office was not appraised of developments subsequent to the Team Leader's assumption of duties.

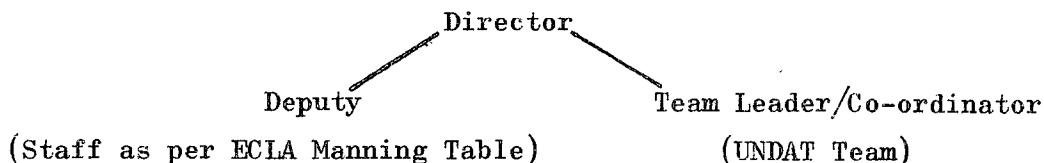
<sup>5/</sup> It is interesting that discussions with UN officials in various departments at New York headquarters later revealed that there was some assumption at that level that an attempt would be made to place at least one staff member in such fields in the Caribbean Office.



by a Social Affairs Officer, an Agricultural Economist and an Industrial Economist, in support of the requests for establishment of these posts in the Office. This agreed orientation is crucial to a full understanding of the considerations that led up to the decision to locate one of the first of the Multinational Inter-disciplinary teams in the Caribbean. In short, the object was to find additional resources, consequent on recognition of the urgent need to strengthen the technical capacity of the Office.

Having regard to the financial constraints placed on the UN budget, several possibilities were explored in an effort to achieve this objective. One such possibility was the use of Netherlands technical assistance funds available to the CDPPP to provide "multi-disciplinary" expertise on a medium term basis. This was the basis of the negotiations in 1969 between Santiago and New York regarding the possibility of mounting a joint ECLA/ILPES/CDPPP project that would facilitate the carrying out of additional functions. <sup>6/</sup> Subsequently the concept evolved into global inter-disciplinary teams, i.e. UNDAT's. The request by the Executive Secretary to have one of the UNDAT's located at Port of Spain stemmed from the opportunity it seemed to offer in providing ECLA Port of Spain with the necessary technical expertise.

In accepting that the UNDAT might be able to serve ECLA's needs, the Executive Secretary postulated an organization at Port of Spain where there would be two elements in the ECLA Office, i.e. ECLA's staff with the Regional Advisers on the one hand, and the UNDAT on the other, both working under the general guidance of the Director of the Office. <sup>7/</sup> The diagrammatic presentation used by the Executive Secretary was:



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<sup>6/</sup> See Annex V.

<sup>7/</sup> This organization seems to emphasise the preoccupation at that time with improving the technical capacity of the Office.

An essential aspect of this plan was that administrative servicing, secretarial services, and research assistance would be commonly provided to both elements.

#### THE CLASH OF OBJECTIVES

Consistent with the concept of placing the UNDAT in the ECLA Office to supplement its resources, a division of functions between the Director of the Office and the UNDAT Team Leader was worked out and discussed at New York in January 1971.\* The central premise was that the priorities indicated by the Governments, particularly the promotion of economic integration, would be pursued. It was soon evident that this approach was not acceptable to the CDPPP who, it must be assumed, felt that (a) the UNDAT should be an identifiable unit which might become obscured in such an arrangement; and (b) the range of functions in which UNDAT personnel would be involved would go beyond the CDPPP area of competence roughly defined as the field of development planning.

In subsequent discussions it transpired that the CDPPP was not in agreement with the order of priorities which had emerged from the negotiations with the Governments and the Inter-governmental Secretariats; and similarly, CDPPP apparently had not accepted the framework that had been proposed for operation of the UNDAT, and among other things participation of the various inter-governmental bodies in the orientation of work. Throughout all these deliberations, the pressing need for ECLA Port of Spain to obtain additional resources remained, and the principle of merging the activities of the ECLA Office with the activities of the UNDAT became distorted to the point where it began to appear that the Office would be attached to the UNDAT rather than the other way round. The vital consideration then was whether ECLA saw the UNDAT as its main thrust in the Caribbean, i.e. concentration on overall development planning at the country level to the exclusion of all other activities. This would inevitably mean that the programme ECLA had pursued in stimulating an integration process in the Caribbean was being abandoned.

The question may be spelled out in this way: if the ECLA Office is "absorbed" in the UNDAT (i.e. within a work programme of development planning at the national level with concentration on the Associated

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\* See Annex VI.

States and responsible to the individual Governments) then what should be done about the following:

- i. ECLA's commitments to the other Governments individually, and to all the Governments collectively e.g. CARIFTA;
- ii. the longer range commitment of encouraging the embryonic relations within the Caribbean, and between Caribbean countries and continental Latin America, particularly Venezuela, Colombia and Brazil;
- iii. other activities like advisory assistance to Netherlands Antilles etc. in Rural and Community Development.

In short, the technical scope of ECLA activities in the Caribbean would contract, not expand; and the wider objective of the Commission to encourage economic co-operation would be frustrated. On subsequent reflection this "absorption" was inevitably ruled out.

#### POSSIBLE NEXT STEPS FOR ECLA

Bearing in mind the direct commitment that ECLA went into with the Governments on behalf of the United Nations, it is a point of central importance for ECLA itself to be clear as to the basic principle it wishes to observe regarding the UNDAT. The future for the UNDAT in the Caribbean therefore has to be seen in the background of -

- i. the negotiations with the Governments and the role that was defined for the UNDAT;
- ii. the UNDAT performance since the appointment of the Team Leader in August 1971, and particularly since it "became operational" in April 1972;
- iii. the relationship of UNDAT activities to ECLA activities and the policies and activities of the Governments and the Inter-governmental bodies in the Caribbean;
- iv. the view that the area Governments themselves may now have regarding the role of an UNDAT.

The first decision that has to be made is whether the United Nations will persist in the attempt to establish and operate an UNDAT in the Caribbean. In the event that a decision is taken to cease this activity,

the Governments would need to be informed accordingly, perhaps even making reference to the Memorandum of Understanding between ECLA and the various Governments.

If, on the other hand, the decision is to establish and operate an UNDAT, then ECLA has two choices as to the basic principle that should apply. These are that either -

- (a) the UNDAT is to strengthen and complement the ECLA Office for the Caribbean and be an identifiable part of it as was originally proposed, i.e. the "regional" project concept; or
- (b) ECLA/CDPPP would regard the UNDAT as an independent project that they would operate jointly.

If ECLA reverts to (a), i.e. the principle that UNDAT resources should be a 'regional' project closely integrated to the work of the Office, then a formula for approaching this is already available. In this case the orientation of work, division of functions, channels for co-ordination, and for negotiation, would approximate to the format outlined in the memorandum that concluded the earlier negotiations. <sup>8/</sup> Inevitably, the application of even this formula would now be affected by the developments since 1971, and would require the most delicate and careful handling. It would be affected also by the extent to which commitments have been made by the United Nations in the recruitment of team members, particularly the extent to which their fields of specialization are narrowly defined. It goes without saying too, that there would need to be acceptability both by ECLA and the CDPPP of the norms that might now be acceptable to the Governments on the orientation of UNDAT activities. In short, if the decision were taken to implement the 'regional' formula, a preliminary round of consultations with the Governments would be necessary, at the minimum, to establish that that approach remains acceptable.

If ECLA were to decide on the second alternative (b), which seems to be the direction that the UNDAT has been assuming since the decision

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<sup>8/</sup> See Annex III.

was taken that it should be independent, then there would be the implication of viewing it as a project not dissimilar to several of the Special Fund or multi-island projects presently being conducted in the Caribbean under the aegis of the OTC and the UNDP. The question then arises as to whether ECLA considers itself as a joint Executing Agency. Should this not be so, then there would be the need for a clear definition of ECLA's role. If ECLA does consider itself a joint Executing Agency, then ECLA on its part would need to view the situation alongside other projects for which it has similar shared responsibility, for example, ILPES, CELADE; but even in this case there is need for the definition of the ECLA role vis-a-vis the CDPFP. Perhaps examination of the ECLA role in joint projects conducted along with other institutions may give some guidance. <sup>9/</sup> It is evident that none of the joint projects ECLA has conducted in the past approximates closely to the situation with the UNDAT, but they could set some precedents for ECLA's handling of joint field activities with the CDPFP.

#### ECLA, THE GOVERNMENTS AND THE UNDAT

By and large Caribbean Governments have in recent years become somewhat sceptical about the efficacy and usefulness of much of the technical assistance offered to them. Even when they are not required to provide counterpart resources, several Governments still regard such assistance as a substantial cost in that scarce key personnel have to be diverted from their main tasks to deal with technical assistance missions. The Governments consequently increasingly tend to exercise greater selectivity in their choice of technical assistance projects, ensuring as far as possible that they serve to further the implementation of official policies. In this context it is necessary to recognise that the Governments gave their endorsement to establishment of an UNDAT in the Caribbean, mainly because it was proposed by ECLA at that particular time.

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<sup>9/</sup> Reference might be made to the arrangements governing the operation of the joint ECLA/FAO programme or even the joint ECLA/BNDE project founded in Brazil in 1960, or the now concluded OAS/ECLA/IDB project which included provision of joint advisory groups with ECLA as the Executing Agency.

The present situation is that ECLA promoted the UNDAT, conducted most of the negotiations up to mid-1971, and since then has been conspicuously silent and inactive. Alongside the ECLA's silence, Governments have been made aware through discussions with the Team Leader, of the UNDAT presence and some measure of UNDAT activity. The Governments have observed that there has been no attempt to implement the arrangements that were negotiated, neither has there been any attempt to negotiate a different set of conditions for operation of the UNDAT. Moreover, the UNDAT current modus operandi of approaching Governments individually is construed as a threat to the integration programme. While therefore the Governments have not sought to embarrass ECLA, it is impossible not to be aware of their dissatisfaction.

During 1972, the approach adopted by the Governments and the CARIFTA Secretariat has been to seek elsewhere, assistance in several fields that they had indicated as desirable activities for the UNDAT. New project requests have been submitted to various bodies in the United Nations system and in the Inter-American system. It is particularly notable that the Governments had indicated that work on agriculture and industry was the main priority; and since the shift of emphasis in the UNDAT, the search has been for other assistance in these fields.

The ECLA Caribbean Office, for its part, does not have the sector economists to assist with these tasks, whether research or operational; neither has the Office been in the position to indicate how the programme of work may be re-allocated, with any degree of assurance that the work assignments would be done. As the situation stands, the Governments have been awaiting some indication from ECLA as to the status of the multi-national inter-disciplinary project that was proposed and which they endorsed.

It must be borne in mind that the ECLA presence in the Caribbean is the consequence of direct representations at the highest level of Governments to the United Nations Secretary-General. Also, it should not be forgotten that the financial support extended to ECLA, is more substantial than that given to any other UN body in the area, and also more generous than ECLA receives in any other sub-region.

Moreover, in the Caribbean sub-region ECLA has been assigned the specific role of catalyst, which it has sought in the wider Latin American situation and so far not fully achieved. This is demonstrated not only by ECLA participation at all the decision-making levels in the role of permanent observer, but also in the support given by individual Governments in lending their staff - at their expense - to help with ECLA initiated projects. <sup>10/</sup> Even where a Government does not derive direct benefit for its own territory, it has given assistance to ECLA to carry out projects in other territories in the area. The acceptability of ECLA rates very high in the Caribbean, even with those Governments it has been unable to serve because of lack of resources. These considerations make it imperative that clarification of the UNDAT situation should not be further delayed.

So far the ECLA Office for the Caribbean has managed to retain the confidence and co-operation of the Governments, despite the awkward UNDAT developments, but the sensitivity of the situation should not be underestimated. Further, it must be fully appreciated that the UNDAT was presented to the Governments as a means of augmenting ECLA's activities; therefore, whatever solutions are decided for the UNDAT they cannot be implemented without affecting ECLA's overall role in the Caribbean.

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<sup>10/</sup> In one case a Government even provided the funds for a UNDP country expert to assist with a regional project when it was established that the UNDP was agreeable.

ECONOMIC COMMISSION FOR LATIN AMERICA  
Santiago, Chile

13 March 1970

On behalf of the Under-Secretary-General of the Department for Economic and Social Affairs at United Nations Headquarters as well as on my own account, I have pleasure in extending an offer of assistance to the member-Governments of the Caribbean Free Trade Association and the East Caribbean Common Market. This offer is to establish a multi-national development advisory team which would assist member-Governments in promoting development and co-operation within the region.

The present offer constitutes a new venture in the work of the Department and the Commission. The experience gained by the United Nations in providing technical assistance in planning and plan implementation to individual countries, suggests that such assistance can best be provided by a permanent inter-disciplinary group of experts who can acquire an intimate knowledge of the country and its problems and who are able to follow its progress in a systematic and continuing way. However, both for financial reasons and because of the shortage of qualified and experienced persons, it has not been possible to provide assistance in this form to every requesting government. As a means of circumventing this obstacle, we are therefore proposing to establish a number of inter-disciplinary development advisory teams, each of which would be responsible for providing assistance to a small group of countries. It is our hope that one such team could be established to assist member-Governments of CARIFTA and ECCM.

As you will appreciate, this new endeavour is experimental in character. The proposal is that the team would be established, in the first instance, for a period of two years. During this period, the financial costs of operating the team would be borne entirely by the United Nations, and would not represent a charge on the UNDP allocations to individual member-Governments. The team would be financed mainly from the United Nations Trust Fund administered by the Centre for Development Planning, Projections and Policies at United Nations Headquarters supplemented by funds



earmarked for regional projects under the UN technical co-operation budget as well as by funds from the ordinary budget of the United Nations. It is hoped that, if the team proves successful, other sources of finance may be found to establish the team on a more permanent basis at the end of the experimental two-year period.

It is envisaged that the team established in the Caribbean area would have two main functions. The first would be to offer technical assistance in planning and plan implementation directly to individual member-Governments; in the conditions new prevailing in the area, much of this work could be expected to be concentrated on the less developed countries, which are members of ECCM. The second main function would be to assist member-Governments collectively in implementing the Agreements governing both the Caribbean Free Trade Association and the East Caribbean Common Market; in such work the team would be extending technical assistance to the Secretariats of CARIFTA and ECCM. In addition to these main tasks, the team would also be available to member-Governments in the area and to the UNDP Resident Representatives to offer advice on the programming of the external technical co-operation needs of each country.

The composition of the team, which may number about 7 full-time experts, would be such as to provide a range of expertise on all major matters arising in economic and social development and in regional co-operation. Thus, the team could include experts on general economic and social planning, fiscal and financial questions, public administration and management, manpower and educational planning, agriculture and rural development, industrial development, trade and statistics. While the principal members of the team would be assigned to the area for the whole duration of the project, some flexibility in composition would be retained so that regular staff members of ECLA and of the Latin American Institute for Social and Economic Planning will be made available for specific tasks, and specialists could be recruited on a short-term basis to assist in some particular subjects.

The operations of the team and its members in the region would not be governed by any formal agreement with governments such as usually applies to technical assistance experts assigned to individual governments. The work of the team in any country or on regional problems would be decided by the team leader through informal consultations with the Government concerned or with the CARIFTA or ECCM Secretariats. On the basis of such consultations, the team leader would prepare an annual programme of work for the team and its members.

The establishment and operation of the team, however, would be guided by a memorandum of understanding between Governments and the United Nations; and a copy of this memorandum is enclosed for your consideration. The memorandum sets forth the terms of reference for the team and the general organizational arrangements which would govern its establishment and operation.

If, as we hope, your Government finds this offer acceptable, I should be grateful if you would inform me in writing as soon as is possible. You are, of course, entirely free to indicate any reservations or amendments with which you might wish to qualify your acceptance.

Yours sincerely,

(signed) Carlos Quintana  
Executive Secretary

UNITED NATIONS  NATIONS UNIES

ECONOMIC COMMISSION FOR LATIN AMERICA  
OFFICE FOR THE CARIBBEAN

Assistance to Member-Governments  
of  
Caribbean Free Trade Association  
and  
East Caribbean Common Market

Memorandum of Understanding

1. The Department of Economic and Social Affairs at United Nations Headquarters and the Economic Commission for Latin America (ECLA) in co-operation with the Latin American Institute for Economic and Social Planning (ILPES) agree to establish a multinational development advisory team which will extend assistance to the member-Governments of the Caribbean Free Trade Association (CARIFTA) and the East Caribbean Common Market (ECCM). The terms and conditions governing this assistance are set forth in the present memorandum.

Terms of Reference

2. The terms of reference of the team will be:

(i) To provide member-Governments with advice and assistance on all major aspects of development planning and on the implementation of development policies and programmes. While the services of the team will be available to all member-Governments, priority will be given to requests from less developed countries in the area;

(ii) To undertake such studies and tasks as may assist member-Governments collectively in the implementation of the Agreements establishing CARIFTA and ECCM;

(iii) To offer assistance to member-Governments and to United Nations Development Programme (UNDP) Resident Representatives in the programming of external technical assistance requirements.

3. In addition, the team, in consultation with ILPES, will also consider possible arrangements for the short-term training of local staff if it should appear that such arrangements would be desirable.

#### Mode of Operation

4. The tasks to be undertaken by the team in individual countries or on regional problems will be determined annually, when a work programme for the coming year will be drawn up. This programme will be decided through consultation with individual member-Governments and with the Councils of Ministers of CARIFTA and ECCM, or their designated officials. Beyond such consultations, no more formal requesting procedure will be required of Governments in order to obtain services of the team or its members.

5. The team will necessarily work in close co-operation with officials of member-Governments and of the Secretariats of CARIFTA and ECCM. While no obligation on the part of Governments to provide counterpart staff is formally stipulated, such co-operation will be understood as essential.

6. All the work of the team and its members will be deemed to be confidential. Studies or reports of the team will not be circulated or published without the express permission of the Government or Governments concerned.

7. The Department of Economic and Social Affairs at United Nations Headquarters will seek to obtain the participation of the relevant Specialized Agencies of the United Nations in the work of the team, and its work will be co-ordinated with that of the Agencies.

#### Composition and Staffing

8. The team, which may number about 7 full-time staff members, will offer a range of expertise on the major aspects of economic and social development and on regional co-operation. In addition to its full-time members, the team will be able to offer the assistance of some specialists on a short-term basis to undertake specific tasks of implementation.

9. Selection of the team leader and team members will be made by the United Nations in consultation, as appropriate and necessary, with Governments.

Financial and Administrative Arrangements

10. The United Nations will assume responsibility for the financing of the team. Finance will be provided from the United Nations Trust Fund for Development Planning and Projections supplemented by funds from the regular budgets of the Department, the Commission and the Institute.

11. Governments will undertake to provide office accommodation, secretarial service and transport facilities, as necessary, for members of the team working in their territories.

12. Each Government will also undertake to nominate a liaison officer who will be responsible for facilitating the work for members of the team in its territory.

13. For administrative convenience, the Headquarters of the team will be at the Office of the Economic Commission for Latin America in Port of Spain.

LIST OF ACCEPTANCES

DOMINICA	3 April 1970
MONTserrat	8 April 1970
BARBADOS	29 April 1970
CARIFTA SECRETARIAT	6 May 1970
ST. VINCENT	12 May 1970
ST. LUCIA	15 May 1970
ST. KITTS-NEVIS-ANGUILLA	9 June 1970
GRENADA	27 June 1970
ANTIGUA	29 July 1970
TRINIDAD & TOBAGO	21 August 1970

Discussion on Arrangements for establishing  
Development Advisory Team to serve CARIFTA and ECCM countries  
(7 August 1970)

Present:

- Mr. W. Demas - Secretary-General, CARIFTA
- Mr. D. Sylvester - Acting Executive Secretary, ECCM
- Mr. S. Clarke - Director, ECLA Office for the Caribbean
- Mr. A.G. Brown - Chief, Economic Planning Section,  
United Nations

The Work Programme should comprise two main elements: Assistance with regional and sub-regional projects aimed at facilitating implementation of the CARIFTA and ECCM Agreements and the decisions of the respective Councils thereon; and assistance with development policies at the request of individual countries in the ECCM Group.

2. At the level of regional programmes the prime emphasis should be on formulating procedures for accelerating regional and sub-regional production and trade in industrial and agricultural products. An important aspect would be formulating recommendations for linking agriculture to the industry sector, as through establishment of Agro-based industries. Assistance would also be given at a later stage in elaborating a programme for the transport sector to support the expansion of agriculture, industry, and other key sectors in the sub-region. In carrying out these assignments emphasis would be placed on the LDC's of the CARIFTA Group (ECCM Countries), particularly in spelling out programmes and projects in agriculture, industry and transport.

3. Aside from its work on regional programmes, the Team should be prepared to extend assistance as required on development planning and policies within individual ECCM countries.

4. No conclusion was reached during the discussions about the division of the Team's time and resources between this work on planning at the individual country level and the work on regional programmes.

Team Composition

5. It was generally felt the appropriate composition for the full-time nucleus of the team might be:

General Development Economist - Team Leader  
General Economist (Quantitative Aspects)  
Agricultural Economist (Marketing)  
Agricultural Engineer (Irrigation and light mechanisation)  
Agricultural Specialist (Animal Husbandry)  
Industrial Economist/Engineer  
Social Planner (Rural Sociologist)

To supplement the work of the full-time Team members, it would be desirable to recruit other specialists for fixed periods. Among these should be:

Transport Economist (for two years)  
Industrial Specialist (Light manufactures)  
Industrial Specialist (Agro Industries)  
Agriculture Specialist (Market garden crops).

In view of the considerable amount of research that would be involved, it was felt that provisions should be made for three or four Economists of the Regional Secretariats to be associated with the team as research assistants.

6. The suggestion was made that in the selection of candidates, preference should be given to those having experience with other regional and sub-regional programmes. Also, it has been recommended that the Team should include some experts from the region who would be able to contribute first-hand knowledge on recent developments in policies. In this regard the inclusion of three nationals of the region in the full-time Team would be advantageous. Possible candidates in this category may be:



Mr. H. Brewster

Mr. G. Beckford

(either of which could be considered as a possible candidate for Team Leader)

Mr. Nassau Adams, as the second Development Economist

Mr. Lewis Campbell, as the Agricultural Engineer.

#### Operational Aspects

7. It was felt that the formulation of the detailed Work Programme on regional and sub-regional activity should be carried out by the Team Leader in consultation with the Secretary-General (CARIFTA), Executive Secretary (ECCM), and Director (ECLA Office). Together they would form the consultative group. Requests by Governments for work in individual countries would be channelled through the ECLA, and the Team Leader would hold consultations with the Governments concerned.

8. The Consultative Group should, at regular intervals, review the programme of work and take into account changes in priorities in formulating the programme for the succeeding period. It would meet annually with representatives of the participating UN agencies to review the progress of the Team.

9. It was also felt that there should be a steering committee meeting at less frequent intervals, to advise on the programme of work and consider the substantive studies and reports prepared by the Team. The Steering Committee would comprise senior officials of the Governments in the region, the appropriate officer from the Regional Development Bank, and the members of the Consultative Group, also representatives of the Institute of Social and Economic Research, University of the West Indies.

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M E M O

UNDAT (CARIBBEAN)

Summary of Decisions reached  
by UN Under-Secretary-General

19 October 1971  
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1. The UNDAT will be mounted "under the auspices of" the United Nations i.e. the Department of Economic and Social Affairs (ESA) and the Economic Commission for Latin America (ECLA). This will be explicitly stated in the Plan of Operations.
2. The Agreements with Governments constituted by the Plan of Operations will be signed by the Executive Secretary on behalf of the United Nations. There will be a separate agreement for each country; that is, thirteen agreements (twelve CARIFTA members plus Bahamas).
3. The UNDAT will operate independently of both ECLA and ESA. Direction of the UNDAT is delegated entirely to the Team Leader. Quote "... ESA and ECLA will be servicing organizations not controlling organs ..."
4. Channel of communication for ESA to the Team Leader will be the UNDP. Channel of communication for ECLA to the Team Leader will be Office for the Caribbean.
5. The Team Leader will negotiate with Governments directly. Primary responsibility of the Team Leader will be to each Government.
6. Recruitment procedure for the team will be as follows:
  - (i) The Team Leader will indicate his choice of candidate for each post to CDPPP;
  - (ii) CDPPP will have TARS initiate their regular procedures;
  - (iii) Selected candidates will be cleared with the Government of the country of residence;
  - (iv) Submission to the Government will be made by UNDP.

7. Recruitment of the Agricultural Economist, the Social Planner and Development Economist will be done immediately. An attempt would be made to include Mr. Max Ifill.
8. Base for the team will be Port of Spain.
9. All administrative matters relating to the UNDAT will be the Team Leader's responsibility.
10. The Team Leader may request assistance from UNDP and/or ECLA, entirely at his discretion.
11. The Team Leader will prepare the work programme of the UNDAT.

D R A F T

(ECLA/CDPPP/ILPES)

Proposal for a United Nations Mission  
to  
Caribbean Free Trade Area  
and  
East Caribbean Common Market

1. This proposal constitutes an offer to the member-Governments of the Caribbean Free Trade Area and the East Caribbean Common Market to form a mission which would assist member-Governments in promoting co-operation and development within the region. The mission would be composed of several economists and related technical staff, and it would be established in the region for a period of two years.

2. This offer is being made jointly by the Centre for Development Planning, Projections and Policies at United Nations Headquarters and the Economic Commission for Latin America in co-operation with the Latin American Institute for Economic and Social Planning. The mission would be financed out of the United Nations Trust Fund administered by the Centre as well as out of the ordinary budgets of the Centre, the Commission and the Institute.

Tasks of the Mission

3. The mission would carry out an agreed programme of work over its term of service. Its tasks would be decided in consultation with the Councils of Ministers of the Caribbean Free Trade Area and the East Caribbean Common Market, or their subsidiary committees, as well as with individual member-Governments.

4. The object of the programme would be to extend and supplement the work on co-operation and development presently being undertaken in the region. The mission would therefore co-operate closely with the Secretariats of CARIFTA and ECCM as well as with officials in member-

Governments. The studies and recommendations of the mission would be submitted through the Secretariats to the Councils of Ministers or their committees, or where appropriate, directly to individual member-Governments.

5. Subject to the consultations mentioned above, the provisional work programme of the mission would include two main elements:

(i) First, the mission would undertake such studies at the level of CARIFTA as a whole, as might assist member-Governments in promoting closer economic co-operation. Particular attention would be paid to the possibilities for regional industrialization and agricultural specialization. On industry, the mission would be mainly concerned with policy measures for the promotion of regional industries on an efficient and equitable basis. On agriculture, the work of the mission would include analysis of the possibilities for greater intra-regional specialization in agricultural products as well as study of measures for the expansion of trade under the Agricultural Marketing Protocol. The mission would also lend assistance to the work being undertaken on the development of a regional infrastructure for transport and communications; and it could assist in initiating such other studies - as, for example, the estimation of future requirements at the regional level for institutes of higher education and technical training - as might be deemed desirable.

(ii) Secondly, the mission would assist the member-Governments of the East Caribbean Common Market in the formulation and implementation of common policies and programmes for economic and social development, with a view to furthering the aims of Article 3 of the ECCM Agreement. (See Annex) Among the matters on which the mission would extend assistance are rural and agricultural development and the possibilities for a common agricultural policy, means for promoting industrial development, the planning of the tourist industry, fiscal and financial policies and their co-ordination, legislation relating to non-resident business establishments, transport and communications,

and the strengthening of statistical services. The mission would thus directly offer assistance to individual member-Governments in the design and implementation of domestic policies and programmes as a base for the development of common policies within the group.

6. As a preliminary step in its work, and before initiating the tasks outlined above, the mission would undertake a general analysis of development problems, policies and prospects in the area. This would serve both to familiarize the mission with the area and to define more precisely the directions of its later work. This general analysis would include the study of longer-term prospects for development in the region, particularly as indicated by national development plans and policies.

7. Where Governments, either collectively or individually, required technical assistance for the implementation of agreed actions which the mission itself could not provide, the mission would offer its assistance in the preparation and programming of requests to the United Nations Development Programme.

8. The mission, in consultation with the Latin American Institute for Economic and Social Planning, would also consider possible arrangements for the short-term training of local staff if it appeared that such arrangements were desirable.

#### Administrative and Financial Arrangements

9. The Centre for Development Planning, Projections and Policies and the Economic Commission for Latin America would seek to secure the participation of the relevant Specialized Agencies of the United Nations in the work of the mission, either through the assignment of staff to the mission or through the co-ordination of the work of the Agencies in the region with that of the mission.

10. The Centre and the Commission would assume full responsibility for the staffing and financial arrangements of the mission. Subject to more detailed analysis of requirements, the staffing of the mission would be approximately equivalent to twelve man-years.

11. Each Government would undertake to provide adequate office accommodation and secretarial services for members of the mission working in its territory.
12. Each Government would undertake to nominate a liaison officer who would be responsible for facilitating the work of the mission in its territory.
13. Studies or recommendations of the mission submitted to member-Governments, either collectively or individually, would be treated as confidential. The Centre and Commission, however, would reserve the right to publish a general report on the completion of the mission, subject to consent by Governments to publication.
14. For administrative convenience, the headquarters of the mission would be at the Office of the Economic Commission for Latin America in Port of Spain.
15. If this offer were accepted, every effort would be made to field the mission within six months of the date of acceptance.

APPENDIX

Article 3 of Agreement Establishing  
The East Caribbean Common Market

Principles

To achieve the objectives set out in Article 2, the activities of the Member States shall include under the conditions and timing set out in this Agreement -

- (a) the elimination, as between Member States, of customs duties and of quantitative restrictions on the importation and exportation of goods, as well as of all other measures with equivalent effect;
- (b) subject to Article 22, the establishment of common customs tariffs and common commercial policies towards countries and territories, not parties to this Agreement;
- (c) the abolition, as between Member States, of the obstacles to the free movement of persons, services and capital;
- (d) the progressive harmonization of investment and development policies, including industrial development, treatment of non-resident business establishments and development planning;
- (e) the co-ordination of currency and financial policies;
- (f) the progressive harmonization of taxation policies and incentive legislation in order to promote the equitable distribution of industries among Member States;
- (g) a co-operative approach to infra-structural development especially in the fields of transport and communication;
- (h) a common policy to agricultural development.



MULTI-NATIONAL INTERDISCIPLINARY DEVELOPMENT  
ADVISORY TEAM (UNDAT) - CARIBBEAN

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The Operational Guidelines, written in the context of global consideration of all such teams, and which represents the basic document on the UNDAT's, indicate a division of functions between the Regional Economic Commissions and the UNDAT Team Leaders. In the particular situation of the Caribbean, an important consideration is the existence and successful operation of a sub-regional office<sup>1/</sup> of the Regional Economic Commission,<sup>2/</sup> on which will devolve the functions of the Commission. It is therefore important to identify the respective functions of the Commission and of the UNDAT Team Leader specified in the Guidelines. Entirely on the basis of the Operational Guidelines (reference being made to the relevant paragraphs) the division of functions would be:

ECLA (i.e. Office for the Caribbean)

Executive

- (i) Identification of the geographical coverage of the team, in agreement with the Department of Economic and Social Affairs (ESA) - para 9;
- (ii) responsibility for approaching each country to determine its interest in utilizing the services of the team - para 9;
- (iii) assisting ECLA and ESA with selection of the Team Leader - para 23;
- (iv) advising on the functional make-up of the team (including modifications thereof) - para 13;
- (v) arranging the clearance for ascertaining the acceptability of team leader and team members - para 24;
- (vi) assisting, on behalf of ECLA, with the Plan of Operations for the team - para 16.

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<sup>1/</sup> ECLA Office for the Caribbean.

<sup>2/</sup> Economic Commission for Latin America.

Administrative

- (vii) Deciding on the home base and disposition of the team, (taking into account strategy of location, facility of communications, availability of housing, office accommodation and services) - para 10;
- (viii) responsibility (within sub-allotments from ESA as appropriate) for various financial and administrative actions related to the teams - para 29.

Operational (A)

- (ix) Responsibility for ensuring in conjunction with the Governments, that the team has -
  - (a) assistance in obtaining data, information and the substantive services it requires to carry out its assignments - para 30,
  - (b) the relevant officials of government departments working closely with the team - para 31,
  - (c) that each government designates (and operates through) a liaison officer - para 32,
  - (d) provision of basic activities and services that may be required - para 33,
  - (e) accordance of facilities, privileges and immunities in respective countries.

Operational (B)

- (x) Assisting the team to acquire a thorough knowledge of the problems and programmes of each country - para 3;
- (xi) co-ordinating the activities of the team, in conjunction with the team leader, as between the work being done at the national level and work on multi-national co-operation for development - para 15;
- (xii) co-ordinating the work of the team closely with the on-going technical co-operation activities of the United Nations family, and of bilateral donors, in the area of operation of the team - para 4;

- (xiii) appraising the progress of the team on behalf of the Executive Secretary of ECLA - para 3;
- (xiv) responsibility for organising and carrying out periodic review meetings for individual or clusters of countries as appropriate, to be attended by representatives of the governments and the participating organizations - para 18;
- (xv) assisting the team leader in obtaining substantive advice, and providing backstopping as necessary and possible - para 17.

#### Team Leader

##### Executive

- (i) Advising on the nomination of members to the team - para 23;
- (ii) initiating modifications in the functional composition of the team, including the recruitment of additional full-time or short-term experts - and to recommend the extension or replacement of team members - para 13.

##### Operational

- (iii) Organising and supervising the day-to-day work of the team - in which regard it must be ensured that the members of the team work as a closely-knit unit to facilitate effective interchange among the team experts in the various disciplines, and thereby to maximise the inter-disciplinary approach of the team - paras 5 and 17;
- (iv) submission of work programmes, schedules and periodic reports on the activities of the team at the end of each quarter to the Regional Commission (with copies to ESA, UNDP and other UN organizations, as appropriate, and each Resident Representative concerned) - para 20;
- (v) regarding the content of the periodic reports, the team leader is to use his discretion, in view of the confidential and sensitive nature of the team's assignments - para 21;

- (vi) transmit to UN organizations, having obtained the consent of the governments, studies and other material, including recommendations prepared by the team for governments - para 21;
- (vii) contact as necessary, directly, any participating UN organization to obtain substantive advice - para 17.

Extracts from Operational Guidelines

<u>Director - ECLA Office</u>	<u>Remarks</u>
Has the tasks of:	
para. 3 (i) assisting the team to acquire a thorough knowledge of the problems and programmes of <u>each</u> country;	(initial)
para. 3 (ii) appraising the progress of the team on behalf of the Executive Secretary;	(periodical)
para. 3 (iii) ensuring that there is follow-through on the work and recommendations of technical co-operation;	(continuing)
para. 4 (iv) co-ordinating the work of the team closely with the on-going technical co-operation activities of the United Nations family, and of bi-lateral donors, in the area of operation of the team.	(continuing)
<u>All the functions that fall to the Regional Economic Commission will devolve on the Director of the ECLA Office. Such functions include:</u>	
para. 9 (a) identification (in agreement with the Department of Economic and Social Affairs - ESA) the coverage of the team;	(initial - with review)
para. 9 (b) responsibility for approaching each country to determine its interest in utilising this service;	(initial - with review)
para. 10 (c) deciding on the home base and disposition of the team (taking into account strategy of location, facility of communications, availability of housing, office accommodation and services.	(initial - with review)
More specifically, the person directing the ECLA Office will have the <u>continuing tasks</u> of:	
para. 13 (i) advising on the functional make-up of the team, including modifications thereof;	(continuing)

- para. 15 (ii) co-ordinate the activities of the team, in conjunction with the team leader, as between the work being done at the national level and work on multi-national co-operation for development; (continuing)
- para. 16 (iii) assist, on behalf of the Economic Commission, with the finalization of the Plan of Operations for the team; Note Annual Programme Revisions
- para. 17 (iv) assist the team leader in obtaining substantive advice, and providing backstopping as necessary and possible; (continuing)
- para. 18 (v) responsibility for organising and carrying out periodic review meetings for individual or clusters of countries as appropriate (to be attended by representatives of the governments and the participating organizations); (periodic)
- para. 29 (vi) responsibility (within sub-allotments from ESA as appropriate) for various financial and administrative actions related to the teams; (continuing)
- para. 23 (vii) assist ECLA and ESA with selection of the team leader; (initial)
- para. 24 (viii) arranging the clearance for ascertaining the acceptability of team leader and team members; (initial and as required)
- (ix) responsibility for ensuring, in conjunction with the governments, the team has: (continuing)
- para. 30 (a) assistance in obtaining data, information and substantive services it requires to carry out its assignments;
- para. 31 (b) the relevant officials of government departments working closely with the team;
- para. 32 (c) that each government designates (and operates through) a liaison officer;
- para. 33 (d) provision of basic activities and services that may be required;
- para. 34 (e) accordance of facilities, privileges and immunities in respective countries.

Extracts from Operational Guidelines

Team Leader

His responsibilities will be:

- para. 17 (i) organising and supervising the day-to-day work of the team - in which regard he must ensure that the members of the team work as a closely-knit unit to facilitate effective interchange among the team experts in the various disciplines, and thereby to maximise the interdisciplinary approach of the team;
- para. 13 (ii) initiating modifications in the functional composition of the team, including the recruitment of additional full-time or short-term experts - and will recommend the extension or replacement of team members;
- para. 20 (iii) submission of work programmes, schedules and periodic reports on the activities of the team at the end of each quarter to the Regional Commission (with copies to ESA, UNDP and other U.N. organizations, as appropriate, and each Resident Representative concerned);
- para. 17 (iv) to contact as necessary, directly, any participating U.N. organization to obtain substantive advice;
- para. 21 (v) to use his discretion regarding the content of the periodic reports, given the confidential and sensitive nature of the team's assignments;
- para. 21 (vi) to transmit to U.N. organizations, having obtained the consent of the governments, studies and other material, including recommendations prepared by the team for governments;
- para. 23 (vii) to advise on the nomination of members to his team.

