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**Assessing opportunities for  
enhanced integration of the  
associate members of the  
Economic Commission for  
Latin America and the Caribbean**

Dale Alexander  
Carlyle Corbin



UNITED NATIONS

**ECLAC**

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This document has been prepared by Dale Alexander, Focal Point for the Associate Member Territories of the Programme Support Unit of the Economic Commission for Latin America and the Caribbean (ECLAC) Subregional Headquarters for the Caribbean, and Carlyle Corbin, Consultant.

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## Glossary of acronyms and abbreviations

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ACP	African, Caribbean and Pacific
ACS	Association of Caribbean States
Afl	Aruban Florin
AM	Associate Member
AM-CDB	AM – Caribbean Developing Bank Borrowing Member
AM-ECLAC	Associate Member of ECLAC
BNTF	Basic Needs Trust Fund
BPOA	Barbados Programme of Action
CARTAC	Caribbean Regional Technical Assistance Centre
CDB	Caribbean Development Bank
CDCC	Caribbean Development and Cooperation Committee
CDERA	Caribbean Disaster Emergency Management Agency
CEDAW	Convention on the Elimination of Discrimination Against Women
COM	Overseas Community of France in the Caribbean
CSME	CARICOM Single Market and Economy
DM	Development Mechanism
DOM	Overseas Department of France
ECCB	Eastern Caribbean Central Bank
ECCU	Eastern Caribbean Currency Union
ECLAC	Economic Commission for Latin America and the Caribbean
ECOSOC	Economic and Social Council
EDF	European Development Fund
EU	European Union
EU-OCTs	European Union Overseas Countries and Territories
EU-ORs	European Union Outermost Regions
FEGP	Puerto Rico Fiscal and Economic Growth Plan
GDP	Gross Domestic Product
ICP	International Comparison Programme
IJ	Integrated Jurisdiction
ILPES	Latin American and Caribbean Institute for Social and Economic Planning

IMF	International Monetary Fund
MDG	Millennium Development Goal
NIC	Non-Independent Country
NICC	Non-Independent Caribbean Country
NSGT	Non-Self-Governing Territory
OECD	Organization of Economic Cooperation and Development
RDEF/ERDF	Regional European Development Fund
RIO	Regional Intergovernmental Organization
SDG	Sustainable Development Goal
SGAC	Self-Governing Autonomous Country
SIDS	Small Island Developing States
UK	United Kingdom
UKOT	United Kingdom Overseas Territory
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNGA	United Nations General Assembly
UNWTO	United Nations World Tourism Organization
UPU	Universal Postal Union
US	United States of America
WHO	World Health Organization
WMO	World Meteorological Organization

## Abstract

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As a preliminary phase of action in response to the ECLAC resolution which calls for greater inclusion of the associate members in the work of the Commission (ECLAC Resolution 85 (XXV) of 25 April 2014), this study sought to accomplish three outcomes. Firstly, the study explored the common development challenges of the non-sovereign associate members (AMs) of ECLAC which served as impediments to the economic and social development of the AMs, and identified priorities which fostered and advanced their development aspirations. Secondly, in light of the recent incremental changes in the political status that had occurred in many of those territories, affording them greater autonomy and freedom to independently engage with regional neighbours on issues of common interest, the study mapped strategic options that were available to enhance their level of integration with regional and international organizations active in the Caribbean subregion. Moreover, the study documented the development mechanisms that could be leveraged to facilitate the continued development of the AMs, and proposed opportunities for enhanced collaboration through South-South cooperation and other collaborative mechanisms with neighbouring member States. Finally, while acknowledging that the AMs shared common needs, including challenges related to climate change and natural hazard vulnerability, heavy reliance on fossil fuel, and limited institutional capacity, the study recognized that their individual circumstances were unique. In that regard, the recommended actions took that into account, exploring options for the design of a strategy of programme support to accelerate their economic and social progress. Importantly, the study identified opportunities to further integrate the AMs into ECLAC's programmes of development support.



## Introduction

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The United Nations, offers all countries and territories the opportunity to engage in regional and international activities and decision-making as part of the global community.<sup>1</sup> The classification of associate membership, reserved for non-independent countries, is consistent with the sufficiency of international legal personality for autonomous participation in international institutions. Associate membership in the Economic Commission for Latin America and the Caribbean (ECLAC) thus affords the inclusion of non-sovereign Caribbean countries in the Commission's programme of work and its regional development agenda.

ECLAC seeks to promote a deeper understanding of the development challenges facing Caribbean subregion, and to stimulate and facilitate the search for solutions, with an emphasis on growth with equity, notwithstanding the subregion's vulnerability. To this end, ECLAC works to foster Caribbean socio-economic development and integration, by providing sound policy advice to member States underpinned by robust research and analysis, and by offering programmes of technical cooperation for capacity building and institutional strengthening. ECLAC also provides a forum for dialogue to facilitate strategic decision-making to advance sustainable development in the subregion. In this context, ECLAC has extended associate membership to those Caribbean Jurisdictions, which are constitutionally a part of independent States outside of the region in order to promote the development and integration of the countries of the wider Caribbean, irrespective of political or constitutional arrangement.

Within this context, this study seeks to accomplish three outcomes. Firstly, the study explores the common development challenges of the non-sovereign associate members (AMs) of ECLAC which may serve as impediments to the economic and social development of the AMs, and identifies priorities which can foster and advance their development aspirations.

Secondly, in light of the recent incremental changes in the political status that have occurred in many of these territories, affording them greater autonomy and freedom to independently engage with regional neighbours on issues of common interest, the study seeks to map strategic options to enhance

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<sup>1</sup> As mandated by resolution A/RES/70/96 of 9 December 2015, entitled "Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples by the specialized agencies and the international institutions associated with the United Nations."

their level of integration with regional and international organizations active in the Caribbean subregion. Moreover, the study documents the development mechanisms that are available that can be leveraged to facilitate the continued development of the AMs, and proposes opportunities for enhanced collaboration through South-South cooperation and other collaborative mechanisms with neighbouring member States.

Finally, while acknowledging that the AMs share common needs, including challenges related to climate change and natural hazard vulnerability, heavy reliance on fossil fuel, and limited institutional capacity, the study recognizes that their individual circumstances are unique. In this regard, the recommended actions take this into account, in exploring options for the design of a strategy of programme support to accelerate their economic and social progress. Importantly, the study seeks to identify opportunities to further integrate the AMs into ECLAC's programmes of development support.

This investigation represents a preliminary phase of action in response to the ECLAC resolution which calls for greater inclusion of the associate members<sup>2</sup> in the work of the Commission. The overarching objective of this study is, therefore, consistent with the Rules of Procedure of the Commission and the Constituent Declaration of its subsidiary body, the Caribbean Development and Cooperation Committee (CDCC) which calls for, inter alia, the promotion and strengthening of economic and social cooperation, and integration, among the countries of the wider region.

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<sup>2</sup> Support for the work of the Economic Commission for Latin America and the Caribbean in the Caribbean (ECLAC Resolution 85 (XXV) of 25 April 2014).

## **I. Associate membership within ECLAC**

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### **A. Associate members**

Articles 3 and 4 of the ECLAC Terms of Reference and Rules of Procedure make provision for the participation of associate members within the work of the Commission. Specifically,

“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.

“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.

“4. The geographical scope of the Commission’s work shall include the states of Latin America and the Caribbean members of the United Nations and those territories in Central America and the Caribbean which participate in the work of the Commission.” (ECLAC, 2008a: 6).

In this regard, thirteen Non-Independent Caribbean Countries (NICCs) have associate membership within ECLAC under varying degrees of administrative and constitutional affiliation with United Nations member States (Corbin, 2015: 4). The associate members, as recognized by the United Nations (United Nations, 1960: 29-30) are classified as:

- Non Self-Governing Territories (NSGTs), which are administered by an Extra-Regional Member State (ERMS);
- Self-Governing Autonomous Countries (SGACs), which exist in political association with an ERMS; and,
- Integrated Jurisdictions (IJs), which are constitutionally integrated with an ERMS.

Table 1 lists the ECLAC AMs according to these three classifications.

**Table 1**  
**Classification of ECLAC associate member countries in the Caribbean**

Non-self-governing	Self-governing/ Autonomous	Integrated jurisdictions <sup>a</sup>
Anguilla	Aruba	Guadeloupe
Bermuda	Curaçao	Martinique
British Virgin Islands	Sint Maarten	
Cayman Islands	Puerto Rico <sup>b</sup>	
Montserrat		
Turks and Caicos Islands		
United States Virgin Islands		

Source: The Dependency Studies Project, St. Croix, U.S. Virgin Islands, 2015.

<sup>a</sup> Guadeloupe and Martinique are fully integrated with France.

<sup>b</sup> The sufficiency of autonomy in the 'commonwealth' arrangement is the subject of continual examination.

Within the context of CDCC, all of these AMs, with the exception of Sint Maarten, are also associate members of this subsidiary body. Sint Maarten was admitted to ECLAC at the Thirty-fifth Session by resolution 683(XXXV) in May 2014, and will be welcomed to participate in the work of the Committee at its Twenty-sixth Session in April 2016. The number of AMs within CDCC has thus reached a significant level, approaching the number of States enjoying full membership in the Committee. Table 2 lists the associate members of ECLAC, and their respective dates of admission to the Commission.

**Table 2**  
**Admission of associate members to ECLAC**  
*(As at 1 September 2015)*

Associate member country	Date of admission
Anguilla	20 April 1996
Aruba	22 April 1988
Bermuda	31 August 2012
British Virgin Islands	6 April 1984
Cayman Islands	13 June 2008
Curaçao <sup>a</sup>	31 August 2012
Guadeloupe	31 August 2012
Martinique	31 August 2012
Montserrat	23 April 1968
[Netherlands Antilles] <sup>a</sup>	14 May 1981
Puerto Rico	10 May 1990

Table 2 (concluded)

Associate member country	Date of admission
Sint Maarten <sup>a</sup>	9 May 2014
Turks and Caicos Islands	24 March 2006
United States Virgin Islands	6 April 1984

Source: Economic Commission for Latin America and the Caribbean, 2015.

<sup>a</sup> The Netherlands Antilles ceased to exist on 10 October 2010. The subsequent political dismantling of the then five-island country resulted in the emergence of Curaçao and Sint Maarten as separate SGACs which achieved associate membership in ECLAC/CDCC separately. The partially integrated Dutch 'public entities' of Bonaire, Saba, and Sint Eustatius were also created out of the same constitutional fragmentation process.

## B. Current and evolving constitutional arrangements

The internationally-recognized classifications of NSGTs, SGACs and IJs that are used to define the respective governance arrangements, remain the most relevant benchmarks for assessing the political and constitutional evolution of Caribbean AMs, and are highly useful in distinguishing among the various models of dependency, autonomy and integration in the region. Figure 1 presents the Dependent Areas and Subsidiary States of the Caribbean based on the four sovereign States. Within this context, the distinctions in political status among the AMs are not unique to the dependencies of any of the sovereign States, and can be used to provide an effective classification of the AMs based on their evolving constitutional arrangements.

**Map 1**  
Dependent areas and subsidiary states of the Caribbean<sup>a,b</sup>



Source: Geocurrents.

<sup>a</sup> Absent from this map are Bermuda, which is a dependent of the United Kingdom, and Guyane, which is a dependent of France.

<sup>b</sup> The designations employed and the presentation of material on this map do not imply the expression of any opinion whatsoever on the part of the Secretariat of the United Nations concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries.

The seven Caribbean NSGTs are comprised of the six Caribbean/Atlantic United Kingdom dependencies of Anguilla, Bermuda, British Virgin Islands, Cayman Islands, Montserrat, and Turks and Caicos Islands; and the singular U.S. dependency of the United States Virgin Islands. These territories are so defined by the United Nations because they are considered not to have achieved a full measure of

self-government according to Article 73 of the United Nations Charter and relevant General Assembly resolutions. These seven territories are the only Caribbean countries remaining on the original 1946 United Nations General Assembly list of NSGTs (United Nations, 1946) following the gradual accession to independence, autonomy, or integrated status that the other Caribbean countries achieved through the 1980s.

The present autonomous governance model in the Caribbean territories of Curacao and Sint Maarten emerged from the political dismantlement of the Netherlands Antilles in 2010. Those Territories joined the existing autonomous country of Aruba, which previously left the six-island constellation in 1986. Ultimately, the dismantling of the Netherlands Antilles and subsequent expansion of the autonomous model created the opportunity for widening the participation of associate membership within ECLAC and other international development organizations, including the United Nations and regional intergovernmental bodies.

In addition to the 2010 restructuring and reordering of the erstwhile Netherlands Antilles, other political and administrative changes have occurred in the hemisphere further altering the composition of the Non-Independent countries in the Caribbean. The commonwealth model of Puerto Rico was originally considered one of sufficient autonomy to have been removed from NSGT designation in 1953 by United Nations Resolution 748 of 27 November 1953. Later legal interpretations of the arrangement led to serious questions in the United Nations Decolonization Committee as to whether the level of autonomy meets the standard set forth in Resolution 1541 of 1960.

The Integrated Jurisdictions (IJs) in the Caribbean are so designated because of their full incorporation into another country as integral parts of an independent State. Genuine integration must conform to Principle VIII of United Nations General Assembly Resolution 1541 (United Nations, 1960), which calls for the arrangement to be “on the basis of complete equality” with equal status and rights of citizenship, equal rights and opportunities for representation, and effective participation at all levels of the cosmopolitan country. The Caribbean model of full integration is evidenced in the overseas departments of France (DOMs), in particular Guadeloupe, Guyane (French Guyana), and Martinique. In 2010, in conjunction with the dismantling of the erstwhile Netherlands Antilles, a model of partial integration was introduced in the Caribbean with the emergence of the ‘public entities’ of Bonaire, Saba and Saint Eustatius. Unlike the French model of full integration, the Netherlands model is one of partial integration, and does not conform to the equal rights provisions of Resolution 1541 (XV). Referenda were held in Saint Eustatius (Statia) in 2014 and in Bonaire in 2015 where the partial integration model was rejected by the electorate, with Statia favouring an autonomous arrangement.

While the NSGTs and SGACs have long exercised their international personality to participate in international organizations, the delegation of authority extended by France to its DOMs in 2010 to seek membership within regional and international organizations has broadened the number of eligible countries. Accordingly, the admission of the IJs of Guadeloupe and Martinique to ECLAC, for the first time established a potential precedent for eligibility for associate membership of the partially integrated IJs (‘public entities’) of the Netherlands (Saba, Sint Eustatius and Bonaire). The 2007 change of political status of the two former French communes of Guadeloupe (French Sint Martin and Saint-Barthélemy) to that of separate autonomous status provides further scope for additional numbers of associate members in this regard. Accordingly, these five new small island jurisdictions in the Caribbean are now eligible for ECLAC associate membership, along with Guyane which has not yet sought associate membership as its counterpart DOMs of Guadeloupe and Martinique.

### **C. Political status arrangements**

Overall, the nature of the respective political status arrangements can be examined within the framework of the political power dynamic between the AM and the respective cosmopolitan country to which it is affiliated. In the case of the United Kingdom dependencies, varying degrees of delegated powers are extended under constitutional orders provided by the cosmopole after consultation with the territory. For these United Kingdom Overseas Territories (UKOTs), the arrangements are generally comprised of a British Governor with reserved powers and responsibilities for defence, internal security, external

affairs, public service and the administration of the courts. In the areas of internal security and external affairs, the constitutional order provides for the elected territorial Government with delegated authority to participate in regional and international organizations on a case-by-case basis, and the delegated power to negotiate treaties in specific functional areas.

In the case of Puerto Rico and the United States Virgin Islands, the political power dynamic reflects a significant degree of constitutional inequality which provides for citizenship to the cosmopole, but without full rights or equal representation in its political system. There is no formal administering Power representation in the territories per se, and they have no constitution. Further, legislation adopted by the elected legislative body and agreed to by its elected Governor is subject to being overturned by the United States Courts as a consequence of the unilateral application of laws by the U.S. Congress which has full plenary over the Territories according to the relevant provision of the U.S. Constitution.

The differences in political power and authority are also evident in the autonomous arrangements presently established. In this connection, Aruba, Curacao and Sint Maarten have their own constitutions, and are referenced in the Kingdom of the Netherlands Charter as countries which “will conduct their internal interests autonomously” (Kingdom Act, 2010). Nevertheless, it is worthy of note that specific provisions of the Kingdom Charter maintain a residual unilateral power of Kingdom intervention which has been manifest in the application of consensus laws serving to transfer from the autonomous country to the Kingdom country, specific competencies, such as financial supervision, et al. previously exercised by the autonomous country.



## II. Common development needs and priorities

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The development challenges and structural characteristics of the associate members of ECLAC are similar to those of other SIDS in the Caribbean or Pacific regions. These include issues associated with small size, the lack of economies of scale, susceptibility to external shocks experienced by their main trading partners, vulnerability to climate change and natural disasters, and the seasonability of their tourism sector. Given their non-independent political status, they are often unable to engage the international system in the same manner as neighbouring independent countries within the subregion. This condition is made more formidable by emerging environmental challenges which can be best addressed through a recognition of the linkages between social, economic and environmental circumstances which require an integrated response.

To this end, the AMs are especially vulnerable to several development challenges. First, climate change represents the greatest challenge to the sustainable development of the AMs. Given the smallness of their geographic sizes, populations and economies, many of these territories have limited options for economic activity, and have relied on the tourism sector as the principal drive of the economy and primary source of national employment. National studies<sup>3</sup> showed that those territories were extremely vulnerable to the impact of changes in temperature, rainfall patterns and sea-level rise, and underscored the need to build resilience through the pursuit of adaptation and mitigation strategies to protect and increase income in this sector (ECLAC, 2011a; ECLAC, 2011b; ECLAC, 2011c; and ECLAC, 2011d). Moreover, climate change was also shown to have had a negative economic impact on other sectors of the economies of the AMs including transport, health sectors and the hydrometeorological characteristics for which urgent adaptation and mitigation response was required (ECLAC, 2011e; ECLAC, 2011f; ECLAC, 2011g; and ECLAC, 2011h).

Second, the associate members are highly vulnerable to “natural hazards, including hurricanes, volcanic eruptions and earthquakes” (ECLAC, 2015: 1). In this regard, Strobl (2012) contended that the economic toll of those disasters are high, such that the average hurricane strike could result in a decline

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<sup>3</sup> In 2010-2011, ECLAC conducted multi-country assessments of the economic impact of climate change on the tourism sector (Aruba, Curaçao, and Montserrat), the coastal and marine sector (British Virgin Islands), the transportation and health sectors (Montserrat), and the water sector (Turk and Caicos Islands) were conducted.

of economic growth of at least one percentage point, before taking into consideration the negative impact to the economy from the protracted periods of recovery. Altogether, those hazards represented a significant economic and human security risk (ECLAC, 2004c; ECLAC, 2008d; and ECLAC, 2009).

Third, access to reliable energy is critical to the economic development and growth, and among the associate members, much of this energy is fuelled by a heavy reliance on imported fossil fuels with the accompanying extreme vulnerability to fluctuating global energy prices and transportation costs. (ECLAC, 2013). In this regard, AMs, at different stages of implementation, had pursued approaches for the use of renewable and alternative forms of energy. For example, Montserrat explored the feasibility of thermal energy, while Aruba pursued strategies that revolved around renewable energy and energy efficiency. Notwithstanding those and other approaches, Curacao was mindful of the impact of a limited institutional capacity, within the context of developing a regulatory framework, as an impediment to attracting investment in renewable energy and energy efficiency measures (ECLAC, 2013).

Fourth, some of the associate members have limited institutional capacity, as evidenced by “structural weaknesses which highlight the need for economic diversification and increased competitiveness” (ECLAC, 2015: 1). In general terms, ECLAC reported that the economies of those specific AMs were “based on tourism with some support from the agricultural sector ... [with an industrial capacity that was] underdeveloped and weak” (ECLAC, 2015: 1). That led to challenges for economic diversification and growth. Further, in the context of identifying technical assistance needs of the associate members,

“there is a dearth of consistent and standardized data collection for essential monitoring of performance, discovery of trends, and evidence-based decision-making to support sustainable development (with) the absence of robust institutional systems to support the collection and analysis of credible data” (ECLAC, 2015: 3).

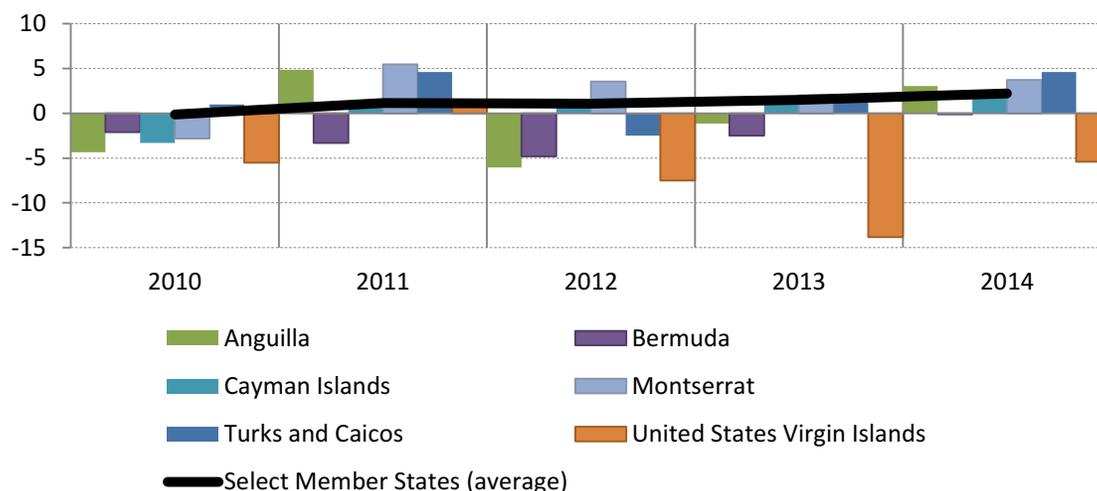
Fifth, from the economic perspective, several associate members (Bermuda, Cayman Islands, and British Virgin Islands) are major players in the international financial sector, with some participation from Turks and Caicos Islands, and Anguilla. As a result, those AMs were prone to pressure from developed countries who regularly call for certain reforms to be undertaken in the constant dialogue of nuance between perceptions of the legality of tax avoidance versus the illegality of tax evasion. A number of AMs also suffer from the loss of major manufacturing industries (Puerto Rico in pharmaceuticals), or heavy industry (United States Virgin Islands in petroleum refining) where environmental impacts are weighed against significant employment and revenue generation. Ultimately, as shown in figure 2, recently, many of these Territories have struggled to maintain positive growth.

Related, the issues of serious budgetary shortfalls and high public debt are major concerns in a number of AMs. One context in which this is critical is their access to concessionary development facilities. In this regard, their classification as middle income and upper-middle income countries, as determined by their per capita gross domestic product, militates against such access to facilitate recovery from natural disasters, to which they are vulnerable. Exceptionally, the debt of Puerto Rico (107 per cent of GNP, 2015), Martinique (90.2 per cent of GDP, 2012), and Aruba (67.5 per cent of GDP, 2014) exceeds the traditional threshold for debt unsustainability of 60 per cent of debt to GDP. However, other territories<sup>4</sup>, with average debt to GDP of 31.5 per cent for the period 2011 to 2015, are cautiously viewed, taking into consideration the potential for the reversal of long-term development.

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<sup>4</sup> Average debt ratio to GDP for select associate members: Anguilla (30.88 per cent average, 2010-2013), and Sint Marteen (32.16 per cent average, 2011-2015).

**Figure 2**  
**Comparison of GDP growth between select ECLAC Member States<sup>a</sup>**  
**and select associate members**  
**2010-2014**  
*(Percentages)*



Source: ECLAC on the basis of official figures.

<sup>a</sup> Select ECLAC Member States are Antigua and Barbuda, Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Kitts and Nevis, Saint Vincent and the Grenadines, Suriname, and Trinidad and Tobago.

Altogether, an increase in the debt to GDP ratio can be serious cause for concern, and can impact the eligibility of an AM to financial or restructuring mechanisms, which are often unavailable. Austerity measures, such as those enacted in Puerto Rico, have served to exacerbate the levels of poverty in this most populated AM of the region where significant out-migration of the skilled workforce continues to shrink the tax base. Coupled with the imposition of additional revenue generating measures (including an increase in sales tax), and reductions in public services (including the closure of schools), this is causing further hardship for the population.

Such economic and fiscal conditions make it extremely difficult to finance much needed infrastructural upgrades, including disaster mitigation projects (as increasingly required as a result of climate change), concomitant sea level rise, and increased frequency of storms. Ultimately, the classification of many AMs as ‘middle income countries’ limits their access to concessionary resources to address these critical needs.



### **III. Regional integration and opportunities for enhanced collaboration**

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#### **A. Economic Commission for Latin America and the Caribbean**

At its 22nd Session in 2008, ECLAC/CDCC adopted a resolution on “Support for the work of the ECLAC Subregional Headquarters for the Caribbean” which, *inter alia*, reiterated “the desire of the CDCC members and associate members to participate meaningfully in all elements of the work programme of the ECLAC system” (CDCC, 2008a: 23). At the same session, the CDCC also adopted its resolution admitting the Turks and Caicos Islands to the CDCC (CDCC, 2008b: 24). At its 25th Session in 2014, the CDCC adopted a resolution on “Support for the Work of the Economic Commission for Latin America and the Caribbean in the Caribbean” which, *inter alia*, called for increased coverage of Associate Member territories within the studies and social, economic and statistical reports of ECLAC. That resolution also welcomed the proposal of Guadeloupe and Martinique for the inclusion of ECLAC, through its subregional Headquarters for the Caribbean, to be a member of the steering committee of the European Union INTERREG Caribbean Programme (CDCC, 2014a: 21-22).

It was noted that when available, information on the AMs was included in recurrent studies and publications, such as the “Economic Survey of the Caribbean” and the “Preliminary Overview of Caribbean Economies,” and that non-recurrent publications, such as recent studies in social development on the Convention on the Rights of Persons with Disabilities included data from and analyses on most of the AMs. The participation of AMs in meetings and workshops was an integral part of the assistance provided. In that connection, representatives from Anguilla, Aruba, British Virgin Islands, Cayman Islands and Montserrat participated in sessions in 2010 on the implementation of the Convention on the Rights of Persons with Disabilities.

Analyses in which AM data was integrated included a study on violence against women with data from the Cayman Islands and Turks and Caicos Islands; the project entitled “Review of the Economics of Climate Change in the Caribbean (RECCC)” which included studies on tourism, health and transport in Montserrat, as well as water in the Turks and Caicos Islands. In addition, representatives of Aruba, the British Virgin Islands and Montserrat participated in the High-level Advisory Committee which brought together experts to examine climate change impacts in the Caribbean.

During 2010 Anguilla, British Virgin Islands, Cayman Islands, Montserrat, Turks and Caicos Islands and the United States Virgin Islands, participated in five (5) ECLAC sponsored meetings and/or workshops on various aspects of economic and social development. Those meetings included a 2010 meeting on promoting energy efficiency in the Caribbean held in Trinidad and Tobago; the five-year Caribbean regional review meeting on the Mauritius Strategy for the Further Implementation of the Barbados Programme of Action for the Sustainable Development of Small Island Developing States held in Grenada in 2010; and the twenty-third session of the Caribbean Development and Cooperation Committee also held in 2010. AMs have also benefited from ECLAC technical assessments on socioeconomic impact of disasters, trade integration, vital statistics and tourism sector development. (ECOSOC, 2011: 2-3)

In its 2012 Report to ECOSOC, ECLAC acknowledged that with the admission of Bermuda, all seven of the Caribbean NSGTs were associate members of ECLAC. Accordingly, ECLAC reported on its continued provision of advisory services including assistance to Montserrat with the preparatory work for geothermal energy exploration; to the Turks and Caicos Islands in the form of a training workshop on capacity-building for the collection of data, as well as ongoing assistance for the institutional strengthening of its Gender Affairs Department. Reference was also made to the NSGT participation in technical meetings and regional activities related to the 2011 round of the International Comparison Programme (ICP) on national accounts and consumer prices. Specific reference was made to the technical support provided to Anguilla and Montserrat with the completion of their respective national obligations related to price statistics and national accounts components. Also during 2011, ECLAC supported the participation of the British Virgin Islands and the Turks and Caicos Islands in regional workshops that helped to build capacity in respect of data dissemination and the MDGs. (ECLAC, 2013: 2-3). Finally, in 2013, ECLAC provided technical support to Montserrat to facilitate capacity building in the areas of information and communications technology, and to the Turks and Caicos Islands in 2014 in the development of population projections and modelling (ECLAC 2015: 4).

Other ECLAC support highlighted included the convening of expert group meetings on price statistics and national accounts statistics under the International Comparison Programme (ICP) with the participation of the six British NSGTs which are ECLAC-AMs in conjunction with the World Bank and other regional development agencies. Additional support was provided to Montserrat in 2012 on the exploitation of geothermal energy; to the Turks and Caicos Islands in 2013 to facilitate workshops on the Convention on the Elimination of Discrimination against Women (CEDAW); and to Bermuda to facilitate a training programme on innovative fiscal and regulatory incentives for energy efficiency and renewable energy.

The integration of the AMs in regional meetings has been identified as an important role for ECLAC. In this connection, important regional meetings, at which the AMs participated, included the preparatory sessions in advance of the Third International Conference on Small Island Developing States (SIDS); the Regional Consultation on the Mauritius Strategy for the Further Implementation of the Barbados Programme of Action of SIDS (BPOA); the CDCC Monitoring Committee; the expert group on unpaid work and gender in the Caribbean; and the preparatory meeting and subsequent Twelfth Session of the Regional Conference on Women in Latin America and the Caribbean. Other meetings that included AM participation were the Statistical Conference of the Americas of ECLAC; the Third Meeting of the Caribbean Development Roundtable; sessions of the CDCC; the Caribbean Technical Meeting on the Beijing + 20 review and appraisal; and the expert group meeting on opportunities and risks associated with the advent of digital currency in the Caribbean. An outline of specific Technical Cooperation and Assistance provided by ECLAC to its AMs for the period 2012-2015 is outlined in annex 1.

ECLAC also commissioned sectoral analyses focused on the AMs, including the “Review Of Cariforum-EU EPA – Implications For The British And Dutch Caribbean OCTs” (ECLAC, 2008c); the “Turks and Caicos Islands: macro socio-economic assessment of the damage and losses caused by tropical storm Hanna and hurricane Ike (ECLAC, 2008d); “An assessment of the economic impact of climate change on the Tourism Sector in Curaçao” (ECLAC, 2011a); “An assessment of the economic impact of climate change on the Coastal and Marine Sector in the British Virgin Islands” (ECLAC,

2011b); “An assessment of the economic impact of climate change on the Tourism Sector in Montserrat” (ECLAC, 2011c); “An assessment of the economic impact of climate change on the Tourism Sector in Aruba” (ECLAC, 2011d); “An assessment of the economic impact of climate change on the Transportation Sector in Montserrat” (ECLAC, 2011e); and “An assessment of fiscal and regulatory barriers to deployment of energy efficiency and renewable energy technologies in Curaçao” (ECLAC, 2013).

Altogether, ECLAC is actively seeking to expand its portfolio of intervention to the associate members in support of their national development processes.

## B. The United Nations system

The United Nations System, through the General Assembly and the Economic and Social Council, has adopted resolutions which call on the specialized agencies and international institutions associated with the United Nations to assist Non-Self-Governing Territories in their development processes, and “facilitate the participation of these territories in the programme elements of the agencies concerned” (ECLAC, 2007a: 57).

Within this context, the United Nations Development Programme has traditionally coordinated the delivery of technical cooperation and assistance from the wider United Nations system to the Non-Self-Governing Territories and Self-Governing Autonomous Countries. Further, as shown in table 3, three United Nations Development Programme Country Offices in the Caribbean serve the NGSTs in the Caribbean.

**Table 3**  
**United Nations Development Programme Offices serving ECLAC associate members**

(As at 1 September 2015)

Country office	Associate member country <sup>a</sup>
Barbados and OECS Country Office	Anguilla
	British Virgin Islands
	Montserrat
Jamaica Country Office	Bermuda
	Cayman Islands
	Turks and Caicos Islands
Trinidad and Tobago Country Office	Aruba
	Curaçao
	Sint Maarten

Source: United Nations Development Programme, 2015.

<sup>a</sup> The Territories of Guadeloupe, Martinique, Puerto Rico, and United States Virgin Islands are not served by the United Nations Development Programme.

In this regard, since 2010, the coordination of assistance through the United Nations Development Programme was primarily in the areas of disaster risk reduction, poverty assessment and reduction, climate change adaptation, and capacity building for public sector development. In the area of disaster risk reduction and resilience building, the beneficiary Territories were Anguilla, the British Virgin Islands, Cayman Islands, Turks and Caicos Islands, and Montserrat (ECOSOC, 2010 & ECOSOC, 2011). In the area of poverty assessment and reduction, particularly in terms of monitoring for the Millennium Development Goals, Montserrat and Sint Maarten were the primary beneficiaries. The Territories of Anguilla, British Virgin Islands, Montserrat and Turks and Caicos Islands received technical cooperation and assistance in the area of climate change adaptation and natural resources management. Finally, the United Nations Development Programme provided assistance to the Territories of Anguilla, Curacao, and Sint Maarten in the area of capacity building for national development planning and public sector development.

There is no indication that UNDP services are provided to the AMs of Guadeloupe, Martinique, Puerto Rico, or the U.S. Virgin Islands. In 2014, the United Nations General Assembly (UNGA) adopted a resolution “reiterat(ing) its call for the inclusion of the [U.S. Virgin Islands]... in regional programmes of the United Nations Development Programme, consistent with the participation of other Non-Self-Governing Territories” (United Nations, 2014). Notwithstanding, no action has been taken to this effect since the first resolution adopted by the UNGA on the subject in 2003.

With reference to the other Specialized Agencies of the United Nations, the current level of participation of the AMs in those agencies which contain provisions for associate membership status in their rules of procedure is set forth in table 4.

Within the context of CDCC, all of these AMs, with the exception of Sint Maarten, are also associate members of this subsidiary body. Sint Maarten was admitted to ECLAC at the Thirty-fifth Session by resolution 683(XXXV) in May 2014, and will be welcomed to participate in the work of the Committee at its Twenty-sixth Session in April 2016. The number of AMs within CDCC has thus reached a significant level, approaching the number of States enjoying full membership in the Committee. Table 2 lists the associate members of ECLAC, and their respective dates of admission to the Commission.

**Table 4**  
**Participation of associate members in United Nations Specialized Agencies**  
*(As at 1 September 2015)*

Associate member country	United Nations specialized agency	Membership status
Anguilla	UNESCO	Associate Member
	UPU	Member <sup>a</sup>
	WMO	Member <sup>a</sup>
Aruba	IMF	Member <sup>b</sup>
	UNESCO	Associate Member
	UPU	Member <sup>c</sup>
Bermuda	UNWTO	Associate Member
	UPU	Member <sup>a</sup>
	WMO	Associate Member <sup>a</sup>
British Virgin Islands	UNESCO	Associate Member
	UPU	Member <sup>a</sup>
	WMO	Member <sup>a</sup>
Cayman Islands	UNESCO	Associate Member
	UPU	Member <sup>a</sup>
	IMF	Member <sup>b</sup>
Curaçao	UNESCO	Associate Member
	UPU	Member <sup>c</sup>
	WMO	Member <sup>d</sup>
Montserrat	UNESCO	Associate Member
	UPU	Member <sup>a</sup>
	WMO	Member <sup>a</sup>
Puerto Rico	WHO	Associate Member
	UNWTO	Associate Member

Table 4 (concluded)

Associate member country	United Nations specialized agency	Membership status
Sint Maarten	UNESCO	Associate Member
	UPU	Member <sup>c</sup>
	WMO	Member <sup>d</sup>
Turks and Caicos Islands	UPU	Member <sup>a</sup>
	WMO	Member <sup>a</sup>

Source: The Dependency Studies Project, St. Croix, U.S. Virgin Islands, 2015.

<sup>a</sup> Five UKOTs are represented as a single member.

<sup>b</sup> Non-sovereign area listed as 'member country' and under the sovereignty of a United Nations Member State.

<sup>c</sup> Aruba, Curaçao and Sint Maarten are represented as a single member.

<sup>d</sup> Curaçao and Sint Maarten are represented as a single member.

The current relationship of the Food and Agricultural Organization (FAO) with the associate members is “marginal, consisting of regional investment projects that have mainly addressed coastal environmental protection concerns” (ECOSOC, 2012a: 1). In its 2012 report to ECOSOC, FAO reported on its collaboration with the Caribbean Development Bank, the Caribbean Disaster Emergency Management Agency (CDEMA) and other organizations, including the Caribbean Community Climate Change Centre and the Caribbean Water Initiative, in hosting a regional workshop in Grenada to prepare disaster risk management plans for hurricanes floods and droughts in the agriculture sector. At that event, representatives from Anguilla, the British Virgin Islands, Montserrat and the Turks and Caicos Islands participated. Those Territories were included in an FAO study on the status of preparation of disaster risk management plans for the agriculture sector (ECOSOC, 2012a: 2-3).

More recently, in 2015, FAO reported to ECOSOC that Anguilla, Bermuda, British Virgin Islands, Cayman Islands, Montserrat, Turks and Caicos Islands and the U.S. Virgin Islands were members of the Latin American and Caribbean Forestry Commission of FAO, which, inter alia, advises on the formulation of forest policy, and reviews and coordinates its implementation at the regional level. While none of those Territories had participated in the activities of the Commission since 2013, Montserrat has participated in some of the regional forestry workshops organized by the Caribbean Subgroup of the Commission over the prior 10 years.

In 2011, United Nations Educational, Scientific and Cultural Organization (UNESCO) collaborated with the Organization of Eastern Caribbean States (OECS) in conducting an assessment of policies regarding technical and vocational education and training in the Eastern Caribbean, including Anguilla, the British Virgin Islands and Montserrat. Several AMs also participated in the 2010 Caribbean subregional workshop held in Cuba on the implementation of the Convention concerning the Protection of the World Cultural and Natural Heritage, and for assessing the progress made in the implementation of the 2004-2014 Caribbean Plan of Action (UNESCO, 2011).

Related, Anguilla, Bermuda, the British Virgin Islands, Montserrat and the Turks and Caicos Islands are active members of the UNESCO Intergovernmental Oceanographic Commission Tsunami and Other Coastal Hazards Warning System for the Caribbean Sea and Adjacent Regions. In this connection, these AMs participated in the 2011 meeting organized by UNESCO on strengthening coordination activities relating to sea-level observation in the Caribbean. This was followed by an exercise on improving tsunami preparedness throughout the Caribbean region with participants from Anguilla, Bermuda, the British Virgin Islands, Montserrat and the Turks and Caicos Islands.

In January 2012, the Cayman Islands and the British Virgin Islands participated in a regional capacity-building programme on the theme “Safeguarding the underwater cultural heritage of the Caribbean”. Further, in 2013, Anguilla, Montserrat, the British Virgin Islands, the Cayman Islands and the Turks and Caicos Islands participated in a capacity-building workshop on education planning for the Caribbean held in Trinidad and Tobago designed to strengthen institutional capacity in strategic education planning (ECOSOC, 2013: 5). The AMs of Anguilla, the British Virgin Islands, the Cayman Islands, Montserrat, the Turks and Caicos Islands and the U.S. Virgin Islands continued to participate in

the UNESCO “Sandwatch” project to monitor the beach environments; identify and evaluate the threats, problems and conflicts facing them; and develop appropriate sustainable approaches to address these issues.

Through its regional programme, the United Nations Population Fund (UNFPA) also provided targeted assistance to a number of AMs. Anguilla received financial support during the period 2009 to 2011 in the areas of youth development; HIV prevention; gender equality; population and development, and national capacity-building. That support facilitated the training of nursing students, national AIDS programme staff and national disaster management personnel. UNFPA also provided assistance to the Anguilla Statistical Office in connection with the national 2011 census. In Bermuda, UNFPA, through its regional programme, carried out a comprehensive condom awareness programme and enhancement of capacity of health practitioners with regard to HIV awareness and prevention. In the Cayman Islands, UNFPA continued its assistance programmes in sexual and reproductive health and HIV prevention by convening relevant workshops for health practitioners. A workshop for the 2010 population and housing census of the Cayman Islands was also conducted. In Montserrat, assistance was provided for the census operations through workshops on building national capacity with South-South cooperation from Trinidad and Tobago, and the revision of the census manuals in collaboration with the Population Division of ECLAC. Similar assistance was provided to the Turks and Caicos Islands National Statistics Office through a capacity building workshop on census processing.

In 2013, the Territories of Anguilla, Montserrat, the Turks and Caicos Islands and the British Virgin Islands were included in UNICEF regional multi-country programme action plan (2012-2016) with the aim of contributing to the realization of children’s rights by fostering an enabling and protective environment. In this connection, UNICEF supported programmes which were aligned with existing policy frameworks in the AMs concerned, and through regional bodies as the Caribbean Community (CARICOM) and the Organization of Eastern Caribbean States (OECS). Also, in 2012, UNICEF’s Americas and Caribbean Regional Office conducted separate Situation analyses of children, adolescents and women in Curacao and Sint Maarten where the socioeconomic and political processes affecting the situation of children, adolescents and women in the two AMs were analyzed.

Also in 2013, UNICEF collaborated with the Organization of Eastern Caribbean States (OECS) in conducting an assessment of education plans and policies in the Eastern Caribbean, including Anguilla, the British Virgin Islands, Montserrat, and the Turks and Caicos Islands. That assessment acknowledged that all participating countries had achieved Universal Primary Education, and were moving towards Universal Secondary Education. However, the assessment noted, inter alia, that there was need for improved data collection, particularly in terms of monitoring equity in terms of gender, disability and location, and identified the opportunity for capacity-building in areas of policy development and general administration, including school leadership and management, and education costs and finances; and the standardization of Performance Assessment Frameworks (UNICEF, 2013).

The World Health Organization (WHO) engaged in several collaborative activities on various health-related issues in Anguilla, Bermuda, the British Virgin Islands, the Cayman Islands, Montserrat, and the Turks and Caicos Islands, including “training courses, workshops, assessments and surveys, as well as providing financial support for the purchase of equipment” (ECOSOC, 2011:8). WHO also collaborated with the Territories to build capacity in national health management, including the provision of guidance in the drafting of national strategic plans, and provided public vaccination services. Through its subsidiary organization, the Pan American Health Organization (PAHO), the territories of Aruba, Curacao, and Sint Maarten were admitted as associate mMembers in 2012, and together with other Territories, are serviced through PAHO’s regional offices and centres.<sup>5</sup>

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<sup>5</sup> Anguilla, the British Virgin Islands, Montserrat, French Guiana, Guadeloupe and Martinique are serviced by the Barbados office; Bermuda and the Cayman Islands by the Jamaica office; the Turks and Caicos Islands by the Bahamas office; and Aruba and Curacao by the Venezuela office.

## C. Regional and intergovernmental organizations

With respect to the Regional and Intergovernmental Organizations (RIOs), CARICOM, provides for the participation of selected AMs, pursuant to Article 30 of the 2001 Revised Treaty of Chaguaramas. This replaced earlier criteria for AM participation in the original 1973 treaty (CARICOM, 2001). The said conditions governing the current associate membership of five of the six AMs administered by the United Kingdom (U.K.) - namely Bermuda, Turks and Caicos Islands, Cayman Islands, British Virgin Islands and Anguilla - are set forth in separate agreements (Montserrat has full membership status). In particular, the conditions for associate membership provide for, inter alia, the right of attendance as an Observer, the right of participation (without the right to vote), and accession to the Protocol on Privileges and Immunities of the Caribbean Community. Table 5 presents the list of associate members, and their respective dates of admission.

**Table 5**  
**CARICOM associate members**  
(As at 1 September 2015)

CARICOM Associate Member <sup>a</sup>	Date of admission
Anguilla	1999
Bermuda	2003
British Virgin Islands	1991
Cayman Islands	2002
Turks and Caicos Islands	1991

Source: The Caribbean Community (CARICOM), 2015.

<sup>a</sup> Montserrat was admitted as a full member of CARICOM on 1 May 1974.

Participation in the CARICOM Single Market and Economy (CSME) is not a requirement of the five prevailing associate member agreements. In this regard, the AMs are not precluded from CSME participation, if the requisite entrustment from their administering Power is provided, and the request is accepted by CARICOM States as in the case of the 2014 accession to the CSME by Montserrat. Further, there is no specific requirement for the free movement of people as all of the present CARICOM AMs maintain specific immigration laws under their existent delegated authority facilitating entry of CARICOM nationals, including through employment provisions.

AMs which are not affiliated with the U.K. have had formal linkages with CARICOM in the period prior to the 2001 revision of the original 1973 Treaty of Chaguaramas. In this connection, the erstwhile Netherlands Antilles, as well as Aruba, maintained observer status in relevant CARICOM committees under the specific provisions of the original Treaty.<sup>6</sup> Following the adoption of the revised treaty in 2001, and the abolition of the CARICOM committee structure in favour of ministerial councils, the Netherlands Antilles applied for associate membership in CARICOM in 2005 but no action was taken. In 2007, the Netherlands Antilles gained observer status in the CARICOM Council for Human and Social Development (COHSOD) pursuant to Rule 13 (4) of the COHSOD Rules of Procedure.

It is to be noted also that the CARICOM structure prior to the 2001 Treaty revision had included a general observer status category in which a number of AMs were included, but appears no longer on offer. The observer status category had provided political space for non-State jurisdictions which did not have sufficient international personality to comply with associate member requirements.

The CARICOM Council of Ministers in February, 2013 established a Working Group to look at issues pertaining to associate membership, including enhanced participation and criteria. The findings of the Working Group have not yet been released publicly, but indications are that the requests pending are

<sup>6</sup> Curaçao made a formal request for associate membership status in CARICOM in 2012. Similar associate member requests were made by Sint Maarten, Guadeloupe and Martinique.

being examined in view of the distinctions between the IJ and SGAC governance models, and their respective capacities to enter into international agreements autonomously. Accordingly, the uniqueness of the Dutch autonomous model which includes some attributes of political integration is under further examination, while the fully integrated status of the DOMs into an EU State poses additional considerations, notwithstanding the successful admission of Martinique as an associate member of the Organization of Eastern Caribbean States (OECS). Consultations between the prospective associate member countries and CARICOM regarding their respective requests are subject to confidentiality.

The CARICOM Council for Foreign and Community Relations (COFCOR) at its May 2013 Meeting reviewed a status report on progress toward the development of criteria to guide consideration of requests for associate membership, but the report was not published. At the same time, the meeting welcomed the expressions of interest in associate membership by Curacao, Sint Maarten and the DOMs, and indicated that the requests would be taken up at the earliest possible time. The issues were further considered at the 34th Meeting of CARICOM Heads of Government in Trinidad and Tobago in July, 2013. At that Meeting, the Report of the Technical Working Group established to review and provide recommendations on the terms and conditions of membership and associate membership was welcomed, but the Meeting indicated that the pending applications would require further deliberation at Heads of Government level. At its 25th Intersessional Meeting in March 2014, the CARICOM Heads of Government adopted the principle of 'acquis communautaire' regarding membership in CARICOM, and took further note of the pending associate membership applications while endorsing the process established for the consideration of the applications without elaboration on the contents of that process in the Communiqué of the meeting.

Also on the regional level, the original Treaty of Basseterre creating the Organization of Eastern Caribbean States (OECS) (1981) provided that:

“Any...States or territories in the Caribbean region may apply to become a Full or Associate Member and shall be admitted as such by a unanimous decision of the Authority. The nature and extent of the rights and obligations of associate members shall be determined by the Authority.”

The two associate members of the OECS, Anguilla and the British Virgin Islands, were accommodated under these provisions.<sup>7</sup> The Revised Treaty of Basseterre (2010) establishing the Organization of Eastern Caribbean States Economic Union further provided for associate membership, as follows:

**Article 3 (3)**

“3(3) A State or Territory in the Caribbean region not party to the Treaty of Basseterre 1981 may become a full Member State or Associate Member State in accordance with Article 27. The OECS Authority shall determine the nature and extent of the rights and obligations of Associate Member States.”

**Article 27 (1)**

“...any State or Territory specified in Article 3.3 of this Treaty may apply to the OECS Authority to become a Full Member or Associate Member of the Organization and may, if the OECS Authority so decides, be admitted as such.”

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<sup>7</sup> As with CARICOM, Montserrat is a full member of the OECS.

It is to be recalled that the OECS also provided for an observer status in Article 20 of the revised treaty as follows:

**Article 20 (2): Relations with other international organizations and other countries**

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

With respect to the wider Caribbean, the Association of Caribbean States (ACS) was formed in 1994, and provides for associate membership through Article IV(2) of its Convention along the five focus areas of the preservation and conservation of the Caribbean Sea; Sustainable Tourism; the advancement of economic integration and intra-regional trade and investment; natural disasters; and intraregional air and maritime transport. Moreover, according to the Convention:

“Associate members ... [can] intervene in discussions and vote at meetings of the Ministerial Council and Special Committees on matters which affect them directly, falling within their constitutional competence. The Council shall conclude relationship agreements with the respective State, Country or Territory which agreements shall set out the terms and conditions and the manner in which the Associate Member may participate in, and vote at meetings of the Ministerial Council and Special Committees” (ACS, 1994).

In this connection, the original ACS Convention included as eligible associate members (Annex II) the six British and two U.S. dependencies in their own right (consistent with their respective international personalities); France in respect of the DOMs of Guadeloupe, Martinique and Guyane; and the Netherlands in respect of the autonomous countries of Aruba and the (erstwhile) Netherlands Antilles. The ACS subsequently admitted the three DOMs as separate associate members. Associate membership was also extended to Curacao and Sint Maarten following their respective achievements of autonomous status in 2010. The Netherlands maintains its representation for its post 2010 "public entities" of Bonaire, Saba and Sint Eustatius.

Notwithstanding, none of the British dependencies (UKOTs) have acceded to ACS associate membership although some external listings indicate that the Turks and Caicos Islands had done so. However, this could not be confirmed by the ACS Secretariat (ACS, 2015). Unlike the CARICOM and OECS, the ACS provides for limited voting rights under Article IV(2). During the formation of the ACS, the U.S. Virgin Islands expressed interest in associate membership but the United States (which was not included in the annex I list of eligible countries) did not facilitate the submission of a request for consideration by the Territory for associate membership (USVI, 1994).

Anguilla and Montserrat are members of the Eastern Caribbean Currency Union (ECCU) and the Caribbean Regional Technical Assistance Centre CARTAC). In this regard, they are included as part of the discussion on common policies among member countries of the International Monetary Fund (IMF) in the context of the annual regional surveillance exercise with the Eastern Caribbean Currency Union. The IMF also includes in the county pages of its International Financial Statistics publication limited data on GDP and consumer price index (CPI) for these two AMs, along with Aruba, Curacao and Sint Maarten. (ECOSOC, 2011: 4).

In 2009, the IMF undertook a mission to Anguilla and Montserrat to hold discussions on the economic situation and prospects, and within the framework of its relationship with the ECCU and the CARTAC. The Fund has provided substantial technical assistance to these two AMs in the areas of public finance management and economic and financial statistics. With reference to those AMs which have offshore financial sectors, the IMF has also conducted assessments of financial supervision and regulation which are presented in a summary report on the implementation of the indicated financial sector regulatory standards. Those assessments of Anguilla, Bermuda, the British Virgin Islands, the Cayman Islands, and the Turks and Caicos Islands have helped the jurisdictions to identify and remedy weaknesses in financial sector supervision and regulation (ECOSOC, 2011: 4).

The IMF historically conducted periodic Article IV consultations and relevant thematic studies with respect to the erstwhile Netherlands Antilles as early as 1999. The first Article IV Consultation(s)

following the 2010 constitutional changes were held with the two autonomous countries of Curacao and Sint Maarten in 2011 (IMF, 2011). This was succeeded by a 2014 Consultation on Curacao and Sint Maarten (IMF, 2014). An Article IV Consultation was also undertaken for Aruba in 2015 (IMF, 2015). This followed the publication of the IMF document "Kingdom of the Netherlands—Aruba: Selected Issues and Statistical Appendix" prepared as background for the 2013 Article IV Consultation (IMF, 2013). The first Article IV Consultation for Aruba was conducted in 1997 (IMF, 1997).

## D. Development mechanisms

### 1. Caribbean Development Bank

As an “Associate Institution” of CARICOM, the Caribbean Development Bank (CDB) is a regional financial development institution and a source of funding in a range of areas encompassing agriculture, fisheries, manufacturing, housing, education, and infrastructure, among other areas. It is one of several “entities with which CARICOM enjoys important functional relationships ... [and which contributes] to the achievement of the objectives of the Community according to Article 22 of the revised Treaty of Chaguaramas (2001).

Five associate members are borrowing members of the CDB. They are Anguilla, British Virgin Islands, Cayman Islands, Montserrat, and the Turks and Caicos Islands. In accordance with Article 3 of the Charter and Board of Governors Resolution No. 4/81, the AMs of the CDB are considered a single borrowing member of the Bank under Articles 26 and 32 of the Charter, but each AM benefits from a distinct programme and budgetary support. Technical assistance is provided to its members through a range of CDB programmes, in particular, the Special Development Fund, Caribbean Technology Consultancy Services, Disaster Risk Management and Climate Change, Basic Needs Trust Fund (BNTF), Community Disaster Risk Reduction Fund (CDRRF), Regional Public-Private Partnership (PPP) Support Facility, and Youth oriented programmes.

CDB has financed several activities in Associate Member Territories. In Anguilla, the CDB financed the Anguilla Community College Development Project (2013). Additionally, activities financed through the Basic Needs Trust Fund (BNTF) included a project on participatory monitoring and evaluation training for the Montserrat Community College (2013), the construction of a multi-purpose building for adult education and skill training (2013), along with two road rehabilitation projects (2015). Several infrastructure facilities were also financed in the Turks and Caicos Islands. Country strategy papers were approved for Montserrat for the period 2012-15, and country poverty assessments were completed for Anguilla for the period 2007-09, and for the Turks and Caicos Islands for 2012 (CDB, 2014a). Previously, annual economic reviews were completed for Anguilla (2006, 2007), the British Virgin Islands (2005, 2006), Montserrat (2005, 2007), the Turks and Caicos Islands (2005, 2006, 2007), Montserrat (2006) and the Cayman (2006). The distribution of loans and grants to the associate members between the period 1970 and 2014 is detailed in table 6.

**Table 6**  
**Loans/Grants Approved: AM-CDB Members (Net) – 1970-2014**  
(Thousands)

Associate member	Total loan distribution		Total grant distribution	
	Amount (Dollars)	Total (Percentages)	Amount (Dollars)	Total (Percentages)
Anguilla	109 701	2.8	2 352	0.5
British Virgin Islands	76 227	1.9	1 078	0.2
Cayman Islands	47 900	1.2	347	0.1
Montserrat	13 035	0.3	10 418	2.2
Turks and Caicos Islands	23 385	0.6	4 815	1.0

Source: Caribbean Development Bank (CDB), 2015.

The five AMs have a collective number of 2,737 votes which is 1 per cent of total votes. The equity of the five AM borrowing members of CDB at the close of 2014 is outlined in table 7.

**Table 7**  
**Associate members equity in the Caribbean Development Bank**  
(To 31 December 2014)

Non-self-governing	No. of shares	Shares (Percentages)	Total subscribed capital	Callable capital	Paid-up capital	Subscriptions matured
Anguilla	455	0.17	2 744	2 141	603	483
British Virgin Islands	533	0.20	3 215	2 509	709	565
Cayman Islands	533	0.20	3 215	2 509	709	565
Montserrat	533	0.20	3 215	2 509	709	565
Turks and Caicos Islands	533	0.20	3 215	2 509	709	565

Source: CDB, 2015.

The benefits and challenges emanating from AM membership in the CDB were raised at the 2014 CDB Board of Governors Meeting. While the support of CDB in the form of loans at concessional rates and grants, was acknowledged, there was concern that some AMs did not benefit from grants because of their perceived wealth, as indicated by their per capita gross domestic product (CDB, 2014b).

## 2. Eastern Caribbean Central Bank

The AMs of Anguilla and Montserrat are members of the Eastern Caribbean Central Bank (ECCB) and share currency with the independent member States of the Bank. The ECCB is also a source of financing to the member governments. According to the ECCB 2014 Annual Report, “Article 40 (1) of the ECCB Agreement Act 1983 stipulates that ‘the Bank may, subject to such terms and conditions as the Board may prescribe, make temporary advances to each Participating Government to meet its seasonal needs’ ... [which] can take the form of ECCB’s direct investment in government securities, overdrafts on operating accounts and temporary advances” (ECCB, 2014: 129). In this connection, the ECCB approved allocations in 2014 for Anguilla in the amount of EC\$ 14,609,000, and for Montserrat in the amount of EC\$ 3,314,000.

In exercise of the role played by the ECCB in the regulation of the banking industry in its member countries, the ECCB assumed exclusive control of Caribbean Commercial Bank (Anguilla) Ltd (CCB) and National Bank of Anguilla Ltd (NBA) on 12 August 2013 and placed both institutions into conservatorship. The ECCB conducted comprehensive assessments of the two institutions regarding the valuation of the physical assets, and facilitated external audits of the financial statements, followed by an independent valuation of each bank pursuant to Article 5B 1(vi) of the ECCB Agreement. The ECCB remains in control of the two banking institutions as of the end of 2015.

Following consultations with the ECCB, the Anguilla Government reached agreement on the adoption of asset management legislation and related banking legislation required for ECCB members, and necessary to resolve the banking situation. The 2016 proposed budget of the Government of Anguilla will “take into account the resolution of the banking situation and the affordability of, or non-affordability, to free [the two banks] ... from the conservatorship of the Eastern Caribbean Central Bank” (Anguillian, 2015). The “considerable stress” experienced in the banking system in the UKOTs had been earlier highlighted at the 2014 Meeting of the CDB Board of Governors Meeting where emphasis was also placed on the importance of human resource development (CDB, 2014b: 2).

### 3. European Union Overseas Countries and Territories

The 25 Overseas Countries and Territories of the European Union (EU-OCTs) are comprised of non-independent countries and territories with political and constitutional ties to the EU states of Denmark, France, the Netherlands and the United Kingdom. The relationship is based on EU law, and not that of the member State, with the legal framework set forth in Part IV of the “Treaty on the Functioning of the European Union”. In that regard, “the Member States agree to associate with the Union the non-European countries and territories which have special relations with these four EU states” (EU-OCT, 2009). The detailed rules and procedures governing the relationship are provided for by the 2013 Overseas Association Decision (OAD) with the intention to “modernize the relationship of the EU with its OCTs, moving beyond development cooperation and focusing on a reciprocal relationship based on mutual interests” (EU-OCT, 2013). This followed the expiration of the previous 2001 Decision which had expired the same year (EC-OCT, 2001). It was indicated that the OAD of 2001 focused particularly on the reduction, prevention and eventual eradication of poverty; sustainable development; and the gradual integration of the OCTs into the regional and world economies. On the other hand, the new association agreement moved away from a classical development cooperation approach to a reciprocal partnership that focused on sustainable development, in its economic, social and environmental dimensions. The new decision was the product of consultations between an EC Task Force, OCTs and EC member States which led to a Joint Position Paper as the precursor for the ultimate adoption of the 2013 OAD.

The OCT arrangements differ from those in place for the Outermost Regions (EU-ORs) which are mainly comprised of jurisdictions integrated with an EU State (IJs), as in the case of the overseas departments of Martinique, Guadeloupe and Guyane in the Americas. The European Commission makes the following observations regarding the special characteristics of the EU-OCTs:

There are significant differences between the OCTs themselves in terms of the degree of autonomy vis-à-vis the Member States to which they are linked, their economic and social development as well as their particular geography and climate. However, they do share common characteristics: none of them is a sovereign country, they are all parliamentary democracies, they are all islands, the size of their populations is very small and their ecological richness is extraordinary compared to continental Europe. Their location, as well as their natural wealth, grants them significant advantages as does their role as European outposts in their respective regions. At the same time, they are all vulnerable to external shocks and are in general dependent on a narrow economic base that mostly revolves around services (EU-OCT, 2015).

The EC indicates that the objective of the EU-OCT partnership is to enhance the OCTs’ competitiveness, strengthen their resilience, reduce their economic and environmental vulnerability and promote cooperation between them and other partners. In this connection, specific trade and financial cooperation arrangements have been established to promote EU-OCTs sustainable development through the OAD of 2013 which provides for specific regimes in trade in goods and services, and cooperation on trade-related issues. The EC anticipates that these arrangements would “have a positive effect on the OCT trading environment ... [ranking of] OCTs among the EU’s most favoured trading partners through duty- and quota-free access to the EU markets, better terms of trade in services, and enhanced conditions under which OCT goods and services can access the EU market” (EU-OCT, 2015).

Among the objectives of the OAD are the establishment of closer economic relations between the EU and OCTs, the establishment of a more reciprocal trading arrangement based on mutual interests and shared values, the enhancement of OCT competitiveness, resilience, and reduced vulnerability. Within this context, ongoing collaboration occurs through the annual OCT-EU Forum, comprised of the EC, the OCTs and the Member States to which they are linked, as well as more frequent consultations amongst the parties. A financial cooperation mechanism was also established under an OCT Development Strategy through the European Development Fund (EDF), the EU’s main instrument for providing

development aid to African, Caribbean and Pacific (ACP) countries and to the EU-OCTs. Total EU funding for the OCTs under the instrument was set at € 364.5 million for the period 2014-2020.<sup>8</sup>

**Table 8**  
**European Development Fund Allocation for EU-OCTs within ECLAC**  
(Million, Euros)

OCT	Indicative allocation 10th EDF	Indicative allocation 11th EDF
Anguilla	11.70	14.0
Aruba	8.88	13.0
Curaçao	11.25	16.9
Montserrat	15.66	18.4
Sint Maarten	4.75	7.0
Turks and Caicos Islands	11.85	14.6

Source: Directorate General for International Cooperation and Development, European Commission, 2015.

The OCTs are organized through the Overseas Countries and Territories Association (OCTA) comprised of 22 members at Heads of Government level where decisions are taken at annual ministerial conferences. It appoints a rotating Chairman annually with an elected Executive Committee to manage the daily operations of the Association. The Prime Minister of Curacao served as Chair from February 2015. The 2013 Ministerial Conference created a troika comprised of the Chair, Vice Chair and immediate past Chair with the aim of enhancing the role and visibility of the Association, as well as promoting continuity. OCTA's aim is to work towards the sustainable development of its member countries whilst protecting the natural environment, and promoting economic and human development through cooperation with the EU, and with regional and global partners.

By collective agreement, the OCTA member governments have set their sustainable development priorities as environment and climate change; trade and regional integration; research, education and innovation; and renewable energy, with the adoption of an Interim Strategic Plan for the period 2015-2020 to undertake collective initiatives. Activities undertaken in furtherance of these priorities included the co-sponsorship of the October 2014 “International Conference of Biodiversity and Climate Change” held in the OR of Guadeloupe. The OCTA also participated in the first “NetBiome-CSA International Conference” which took place in the Canary Islands in 2014 with the goal of providing an overview of potential scenarios for green and blue development in ORs and OCTs based on the high biodiversity of these sub-tropical European entities. OCTA work in environment and climate change is facilitated by the “Partnership Working Party on Environment” which is a platform that provides for a broad-based dialogue between the Commission, the OCTs and the related Member States on specific issues related to environment and climate change.

Initiatives in the other priority areas are under constant development. Of particular note is the Financial Agreement of the € 5 million, project “Territorial Strategies for Innovation” (TSI) approved by the EC in 2013. The objective of that project was to enhance sustainable development through innovative solutions for economic diversification, and to improve OCT regional and global competitiveness. To that end, the five-year project supports the reinforcement of OCT capacity on innovation and related strategy setting, and encourages regional and sectoral cooperation. Ultimately, the project was designed to provide technical capacity, and support the OCT governments in developing their territorial strategies for innovation (TSI), focusing on capacity-building and exchange of experiences, with EU financing for pilot projects.

<sup>8</sup> This excludes Greenland which receives funds under the general EU budget pursuant to a tripartite agreement between the EU, Denmark and Greenland.

The British Virgin Islands hosted the 2015 OCTA ministerial meeting which focused on sustainable development and international and regional cooperation. That meeting included the OCT-EU Forum on regional cooperation on sustainable development. The Caribbean Regional Conference of OCTs was also convened during the meeting, and was attended by the Caribbean OCTs and a number of regional and international partners, including CARIFORUM and the European Investment Bank. The Caribbean conference confirmed the use of € 40 million in EU assistance for regional cooperation among Caribbean OCTs. These funds were primarily earmarked for sustainable energy and marine biodiversity, with an additional focus on sustainable tourism and waste management. An additional € 18 million from the EU for OCT was confirmed for cooperation in climate change, including disaster risk reduction, and sustainable energy.

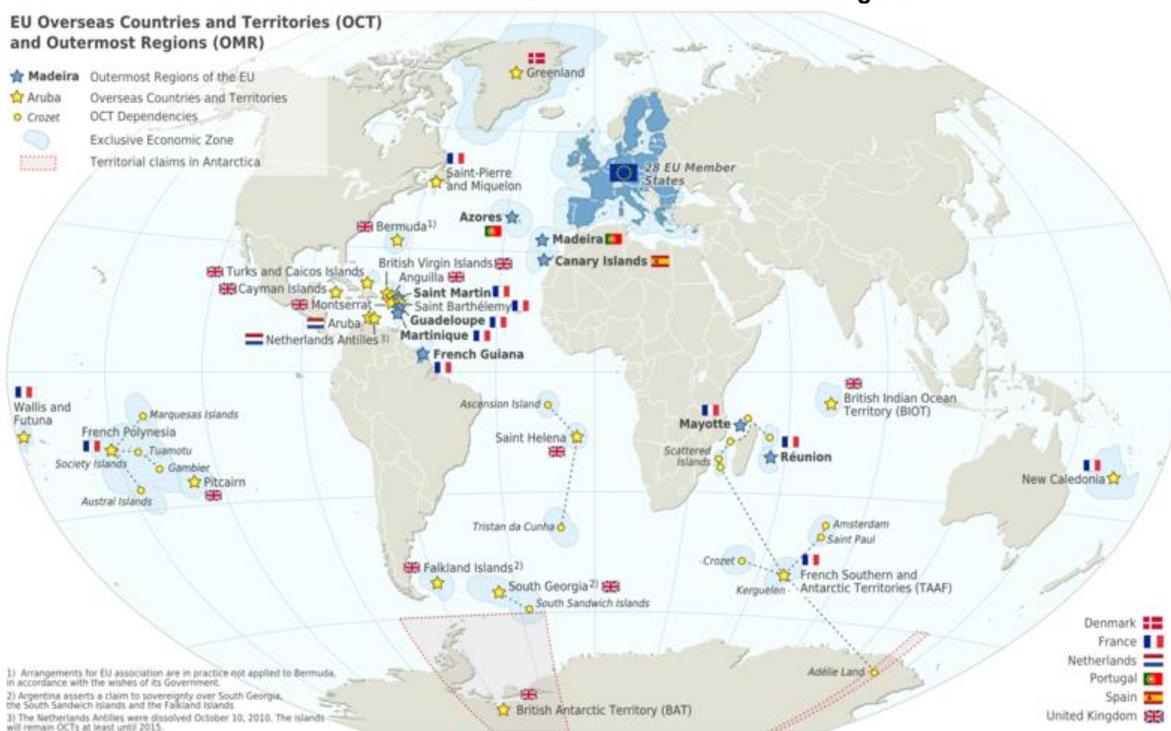
With the election of the British Virgin Islands as Chair of the Caribbean OCT Council, it was noted that emphasis would be placed on advancing the Caribbean OCT regional agenda, including political oversight of Caribbean OCT regional programming funded by the EU, and strengthening institutional cooperation with ECLAC. The British Virgin Islands expressed its desire to develop a regional centre for research on marine biodiversity and climate change adaptation through collaboration with EU academic and research institutions by utilizing regional funding under the 11th EDF (Beacon, 2015).

#### **4. European Union Outermost Regions**

In addition to the OCTs, there are other non-independent jurisdictions known as the Outermost regions (EU-ORs) which maintain other forms of constitutional links with the EU States of France, Portugal and Spain, and which are regarded as integrated parts of the EU. As a consequence of their geographic distance from the EU states, specific measures are in place to support their development. Of the nine EU-ORs, the two French DOMs of Guadeloupe and Martinique are ECLAC-AMs, along with the ECLAC-eligible Guyane (French Guyana), and French Saint-Martin (France). The other five EU-ORs are the French DOMs of Réunion and Mayotte, the Portuguese autonomous regions of Azores and Madeira, and the Spanish autonomous community of the Canary Islands. Figure 3 presents the territorial scope of the Treaties of the EU as specified by Article 52 of the “Treaty on European Union” and Article 355 of the “Treaty on the Functioning of the European Union”.

Support for these jurisdictions is provided pursuant to Articles 349 and 355 of the Treaty on the Functioning of the European Union (TFEU). EU focus on these areas is based on conditions not unlike those experienced by the OCTs and the broader set of SIDS, and includes vulnerabilities arising from their remoteness, insularity, small size, difficult topography and climate, and limited economic diversification constraining future development prospects. Saint-Barthélemy moved from EU-OR to EU-OCT status in 2012, consistent with its constitutional change in political status in 2007, from a commune administered by the French DOM of Guadeloupe to a more autonomous status under a separate provision of the French Constitution. That shift to EU-OCT status was for the purpose of facilitating economic relations with the Americas, and its focus on tourism. The same constitutional change was made for French Saint-Martin in 2007, as well, but that newly autonomous jurisdiction remains in EU-OR status designed for integrated parts of the EU (Treaty of Lisbon, 2007).

**Map 2**  
**Overseas Countries and Territories and Outermost Regions**



Source: European Commission, 2015.

Note: The designations employed and the presentation of material on this map do not imply the expression of any opinion whatsoever on the part of the Secretariat of the United Nations concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries.

The assistance measures provided to the EU-ORs are in areas such as customs and trade policies, fiscal policy, free zones, agriculture and fisheries policies, and conditions for supply of raw materials and essential consumer goods. Further, the rules on State aid and conditions of access to the Structural Funds, EU horizontal programmes, EU cohesion funds, and agricultural and fisheries funds can be modified to meet the specific requirements of the EU-ORs. For the 2007-2013 period, the EU allocation to the EU-ORs was approximately € 5.8 billion under the Structural Funds (€ 4.5 billion under the European Regional Development Fund (ERDF), € 1.3 billion under the European Social Fund), € 1.2 billion under the European Agriculture Fund for Rural Development, and € 101 million under the European Fisheries Fund. According to the European Parliament:

“Outermost regions may access, under EU cohesion policy, an additional allocation of € 35 per person per year - € 979 million in total - (and) this support is incorporated into the ORs’ operational programmes, financed from the ERDF. In the 2014-2020 programming period this additional allocation amounts to € 1,387 million” (European Parliament, 2015).

Specific support in the area of agriculture is also available under the Programmes of Options Specifically Relating to Remoteness and Insularity (POSEI) designed for the three EU member States with ORs. This includes an annual allocation of approximately € 278.4 million for France, €268.4 million for Spain and € 106.2 million for Portugal to mitigate supply costs relating to essential products for human consumption, for processing or for use as agricultural inputs; and measures to support local agricultural production.

Further action was taken by the European Parliament in 2012 regarding the EU-ORs in the context of EU 2020, recognizing the importance of the continuation of the cohesion policy as one of the main instruments for reducing disparities. Emphasis was placed on the objective to enable the EU-ORs

to be integrated into the EU internal market whilst simultaneously further engaging the economic space within their respective geographic regions. Flexibility was encouraged to enable EU-ORs to access programmes in the three main thematic objectives envisaged in proposals for the Structural Funds after 2014 with consideration that the EU-ORs be classified as least-developed regions regardless of their GDP, and that the co-financing rate under the Structural Funds should be 85 per cent for all instruments providing aid for outermost regions.

## 5. Interregional programme for the Caribbean

The Interregional programme for the Caribbean IV (INTERREG IV) Caribbean space programme, approved by the European Commission in 2008, was facilitated within the scope of the EU cohesion policy, and was part of the European territorial co-operation objective for the period 2007-2013. The programme was promulgated with specific reference to the DOMs of Guadeloupe, Guyane, Martinique, and the Overseas Communities (COM) of Saint-Barthélemy and Saint-Martin. The aim of the programme was to enhance cross-border cooperation through joint local and regional initiatives, to augment transnational cooperation through actions conducive to integrated territorial development in conjunction with EC priorities, and to strengthen interregional cooperation and exchange of experience at the appropriate local level. A key substantive objective of the programme was the facilitation of environmentally friendly sustainable development and growth. INTERREG IV was structured within three thematic areas:

- (i) Enhance growth and employment through the promotion of innovation and knowledge economy; strengthen the attractiveness of the territory by promoting a better connection and improving access.
- (ii) Value and protect the environmental capital of the area through a common and sustainable management of the terrestrial and maritime resources, and risk prevention.
- (iii) Bring the local population closer together, encourage the development of common services and of synergies between institutions and territories in order to reinforce cohesion and social integration in the Caribbean space (ERDF, 2014).

Information on the ERDF programme indicate that a total of 66 projects were selected and co-financed under INTERREG IV with 24 projects supported in thematic area (i), 16 supported in area (ii), and 26 co-financed in area (iii). The budget for the period of INTERREG IV Caribbean space was estimated at € 63 million consisting of 75 per cent financed from the European Development Fund (FEDER/ERDF). The remaining 25 per cent was financed by the Government of France; the Regional Councils of Guadeloupe, Martinique and Guyane; and the Governments of Saint-Barthélemy, and Saint-Martin. The steering and programme committee included the intergovernmental organizations and governments providing the financing, along with representatives of regional organizations, in particular the ACS, CARICOM/CARIFORUM, and the OECS.

The overall objective of INTERREG IV Caribbean programme was to strengthen regional and transnational cooperation “favourable to integrated territorial development in connection with EU priorities” (INTERREG IV, 2015: 1). The scope of the programme included all of the present AMs of ECLAC in addition to the eligible AMs of Bonaire, Saba, Sint Eustatius, Saint-Martin, Saint-Barthélemy, and Guyane. An important objective of INTERREG IV was to support the integration of the French DOMs and COMs into Caribbean regional institutions and processes.

Areas of convergence identified between the French DOMs and the wider Caribbean within the framework of INTERREG IV were the common challenges of 1) vulnerability to natural hazards and 2) poor connectivity. According to the ACS, the 2007-2013 INTERREG Caribbean programme “identified the prevention of natural hazards as a priority by supporting actions in hazard identification, risk management and planning, preparation, prevention, public information and education...with several entities within the French territories ... supported in their preparation for natural disasters; whether through improvement and harmonization of response protocols or through training of persons in vulnerable and isolated communities to act as local intervention teams.” The ACS also highlighted several other relevant programmes during the 2007-2013 INTERREG cycle:

“Monitoring is another major component of INTERREG support through the initiatives such as TSUNAHOULE and TSUAREG. The former involves the numerical modeling of Caribbean marine natural hazards, and the latter provides for the acquisition and installation of equipment to provide information on earthquakes and tsunamis from scientific organizations to local authorities. Finally, the CARIB RISK CLUSTER project establishes a solid foundation for technical cooperation based on feedback about best practices and solutions” (ACS, 2014).

During the period, the ACS also collaborated with the French DOMS under the programme in the development of a certified diploma in disaster management and risk prevention recognized in the Caribbean and in the EU. Additional activities under INTERREG IV included the development of INTERREG Operational Programmes for the Amazonia (Brazil, Suriname, and Guyana) and the Caribbean aimed at strengthening cooperation and exchange of experiences through joint initiatives.

The INTERREG V Caribbean Programme is designed to cover the period 2014-2020 with € 64,300,000 in Regional European Development Fund (RDEF/ERDF) credits, divided between a Cross-border Strand with the total amount available at € 41,100,000, and the Transnational Strand in the amount of € 23,200,000. The eligible AMs are distributed between the two strands with Guadeloupe, Martinique, Anguilla, Montserrat, and the British Virgin Islands sharing the Cross-Border Strand with Antigua and Barbuda; Dominica; Grenada; Saint Kitts and Nevis; Saint Lucia; and Saint Vincent and the Grenadines. The Transnational Strand includes all of the eligible AMs in the first category with the addition of Bonaire, Curacao, Sint Maarten, Saba, Sint Eustatius, Aruba, Bermuda, Cayman Islands, Puerto Rico, Turks and Caicos Islands, and Saint Barthélemy. The U.S. Virgin Islands as an AM-ECLAC and eligible under the INTERREG IV was not listed in the ERDF programme description for INTERREG V (ERDF, 2014). Overall, the programme is structured in the following six areas to:

- (i) Reinforce Caribbean firms’ competitiveness as they create wealth and jobs.
- (ii) Enhance the capacity to face natural risks.
- (iii) Protect and value the Caribbean natural and cultural environment.
- (iv) Develop a Caribbean-wide coordinated response to common Public Health issues.
- (v) Promote the development of renewable energies in the Caribbean.
- (vi) Strengthen human capital.

Of particular note within the framework of the INTERREG programme is the focus on cooperation in health with the development of the technical platform of the University Hospital of Martinique as a high level regional medical centre which also serves as an intermediate processing site for nationals of mainland Europe on temporary stays (holidays), who benefit from early diagnostic procedures, investigation or initial treatment before being repatriated to their country of origin. The areas of specific technical capacity in the context of medical cooperation with the Caribbean include emergency services, cardiology, cardiac surgery, paediatrics, neurosurgery, neurology, intensive care, laboratory and Parasitology virology, plasma exchange, cardiac catheterization, oncology, urology and ophthalmology, training of health personnel (CDA, 2015).



## **IV. Conclusions and recommendations for strategic intervention**

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In the context of their pursuit of self-determination, the associate members of ECLAC have access to several development options, and are engaged in several initiatives that can collectively facilitate their sustainable development processes. First, to assist the AMs in meeting the test of sustainability, sectoral assistance is available to varying degrees in support of the AM development process for those AMs assisted through such initiatives as the OCT or OR programmes of the EU designed for the AMs under the UK and France, or those AMs included in broader sectoral programmes designed for the developed country and extended to the territories as in the case of those AMs under U.S. administration. Such programmes of support can contribute significantly in assisting the AMs overall in addressing their development needs and priorities. ECLAC is prepared to pursue the call for its participation within the INTERREG process.

Secondly, the interest of the AMs in engaging with regional, subregional and global frameworks to assist them in their development process is multifaceted and encompasses access to technical and other assistance programmes of United Nations, programmes and agencies, regional institutions, and regional and global development mechanisms. The value of these engagements can vary significantly given a number of factors related to eligibility criteria, level of awareness of the AM concerned to available programmes, and the capacity to engage available assistance amid factors such as high per capita incomes preventing access to concessionary resources. Indications are that the present involvement of AMs has contributed to specific aspects of their development process, but there is a clear need for both an increased level of participation in all spheres which are presently available to them, as well as the expansion of availability to relevant programmes in which they are excluded. As earlier indicated, overtures made by AMs to join some regional institutions can be cautiously received.

Within this context, a niche role for ECLAC in this connection is to use its strategic position as a United Nations organization, and as a regional ministerial body, to proactively engage the global and regional institutions toward further AM integration. To this end, many AMs have reached a critical juncture in their development process where access to the international process is more important now than ever before. The French DOMS have understood the importance of regional economic integration, and have embarked on a path to participate to the extent possible in regional integration mechanisms

such as ACS, CARICOM and OECS. The associate membership of all of the UKOTs in CARICOM, and of those eligible in the OECS (British Virgin Islands, Anguilla, and Montserrat) is indicative of this integrated approach. The persistence of the autonomous countries of Curacao and Sint Maarten in seeking associate membership status in CARICOM is also reflective of their recognition of the linkage between regional integration and their sustainable development process. The interest expressed by Puerto Rico in the Community of Latin American States (CELAC) and the United States Virgin Islands in the ACS is further illustration, while the Inter Virgin Islands Council between the neighboring British and United States Virgin Islands is evidence of the potential for inter-AM cooperation mechanism in the spirit of South-South cooperation.

Thirdly, ECLAC offers the most promising opportunity for AMs by serving as an effective coordinator of United Nations assistance and capacity building to these countries in collaboration with other United Nations and regional institutions. As the regional body with the largest number of NICCs, the ECLAC subsidiary body of the CDCC has a critical role to play. First, the Body can take leadership in designing strategic plans for their further inclusion within the United Nations system consistent with longstanding ECLAC, ECOSOC, and General Assembly resolutions. Second, the Body can enhance existing international legislative authority to expand the eligibility criteria for AM participation in the broader United Nations framework in the economic and social sphere. At the same time, ECLAC through its Caribbean subregional office is strategically positioned to engage other regional institutions with a view to harmonizing activities. In this regard, there can be broader AM participation in regional initiatives.

Fourthly, in response to the request for the expansion of AM participation in ECLAC programmes and activities, two issues predominate: (i) the inclusion of AMs in existing ECLAC and wider United Nations programmes, and (ii) the provision of specific activities designed to address their particular concerns. With respect to the first, efforts should be intensified to include AMs in a wider range of activities which often focus on full member states because of restrictions in donor funding or lack of data on the AMs. In this connection, initiatives might be taken to ensure, to the extent possible, that AMs are included in relevant activities even if this might require the identification of a supplementary funding source, and especially in relation to capacity building for data collection and analysis for inclusion in ECLAC statistical publications.

AM participation in the wider United Nations system has also been identified as an important tool in their development process. Accordingly, regular liaison by ECLAC with other United Nations agencies operating in the region in furtherance of AM inclusion can be most useful. It should also be recalled that the authority for AMs to participate in United Nations world conferences in the economic and social sphere originated in ECLAC/CDCC through its resolutions dating back to the preparatory phase of the United Nations Conference on Environment and Development (Brazil, 1992), and up to the recent International Conference on SIDS (Samoa, 2014). There is, therefore, a continuing role for ECLAC in providing information to the AMs in the follow-up process of the world conferences after the regional preparatory meetings are held. ECLAC's continued support in the aftermath of the regional preparatory sessions would be most useful in guiding the AMs through the next steps in the process.

In this regard, ECLAC could brief AMs on their specific rights of participation in the world conferences and eligibility for inclusion in the programmes and activities emanating from these conferences. For example, officials responsible for the global preparatory meetings and the conferences could be apprised that the standard practice of AM participation in the world conferences need not differ from the level of participation by other observer countries and institutions. At the political level, ECLAC member States can also play a role to ensure that the relevant rules of procedure of these conferences continue to reflect the category of "associate members of regional economic commissions," with scope for collaboration with the Economic and Social Commission for Asia and the Pacific (ESCAP) whose AMs benefit from this inclusion.

With regards to the provision of specific activities designed to address the particular concerns of AMs, there is a clear need for training and other technical support in areas which are important to all regional States, such as climate change, natural resources and environmental concerns, sustainable

energy, social development, among others. AM inclusion in the widest range of regional programmes and activities possible in these sectoral areas would go a long way to enhancing AM capacity. There are additional areas critical to the AMs where ECLAC can be most beneficial in providing access to training and independent analyses. In this connection, ECLAC could facilitate assistance to the AMs in their continued development of their respective financial sectors.

A fifth area of potential ECLAC assistance would be in respect of the high public debt experienced by a number of AMs. The 2013 CDB Study on “Public Sector Debt In The Caribbean: An Agenda For Reduction And Sustainability,” which focused primarily on its independent borrowing members, is illustrative of an opportunity for potential collaboration to include a broader range of AMs which are experiencing similar debt crises as CDB borrowing members. Moreover, notwithstanding their non-independent role, ECLAC should explore opportunities for including vulnerable AMs within its Debt for Climate Adaptation Swap Proposal, which outlines key elements of a strategy for growth and economic transformation of Caribbean economies.

Finally, as the future role of ECLAC in the development process of the AMs expands with the number of AMs reaching critical mass, consideration should be given to a supplementary work programme to address their key concerns with the aim of supporting their development process, and integrating them further into the regional dialogue. In this connection, there is a clear indication that while the availability and quality of economic and social indicators from the AM governments is generally available, there are gaps in some of the data sets. This challenge can be alleviated through the pursuit of several strategies, including offering advanced targeted training and capacity building through expert seminars; encouraging AMs to actively participate in those regional bodies in which they have membership, such as the Latin American and Caribbean Institute for Social and Economic Planning (ILPES) and the Statistical Conference of the Americas; and, changing the existing eligibility criteria to allow for AM participation in relevant international organizations in which they are presently ineligible such as the Statistical Commission under ECOSOC. Such training and international organization participation would go a long way in enhancing the availability of data for inclusion in ECLAC statistical publications. In this connection, items for consideration within a tentative Programme of Work to respond to the issues of principal development challenges facing associate members is contained in the annex 2.



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## **Annexes**

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## Annex 1

### Technical Cooperation and Assistance provided by ECLAC to associate members (2012-2015)

<b>Beneficiary Country:</b>	<b>ARUBA</b>
Technical Cooperation/Assistance:	Pan American Workshop on Obesity (special emphasis on childhood obesity)
Objective:	Pre-conference workshop to present existing experience at ECLAC on the cost of hunger, and to assess the feasibility of advancing similar studies on the cost of obesity.
Delivery Date:	11-18 June 2012
<b>Beneficiary Country:</b>	<b>ARUBA</b>
Technical Cooperation/Assistance:	Presentation to the Green Aruba Conference
Objective:	To make a presentation at the Green Aruba Conference on the Green Initiatives in the Caribbean. This included the Green Economy initiative of Barbados, the Organic Farming initiative of Dominica, and the Low Carbon Development Strategy of Guyana. Also the institutional framework within which those initiatives should be coordinated was introduced, which included the political commitment, human and financial resources and infrastructure, as input for the Nos Aruba initiative.
Delivery Date:	2-8 October 2012
<b>Beneficiary Country:</b>	<b>ARUBA</b>
Technical Cooperation/Assistance:	Convening of stakeholder consultations with a view to providing support in the preparation of a draft energy policy.
Objective:	Met with stakeholders from public and private sector, and civil society to obtain information on energy mix, the vision of Aruba for energy to 2030, current initiatives by both the public and private sector, and the input of civil society to the energy agenda in Aruba. ECLAC subsequently provided draft national energy policy to Aruba.
Delivery Date:	3-9 February 2013 and 16-20 April 2013
<b>Beneficiary Country:</b>	<b>ARUBA</b>
Technical Cooperation/Assistance:	Capacity building workshop on the expansion of Energy Efficiency Indicators Database project
Objective:	Introduced an initiative on indicators of energy efficiency, emphasizing the types of indicators that would be used to measure energy efficiency and the types of data that would be required in realization of those indicators.
Delivery Date:	26 February – 1 March 2014
<b>Beneficiary Country:</b>	<b>CURACAO</b>
Technical Cooperation/Assistance:	To obtain data and information from stakeholder consultations for GIZ project. (1) Identify current fiscal and regulatory loopholes that prohibit more broad-based participation and widespread deployment of renewable energy and energy efficiency technologies; and (2) Obtain information on what the respective stakeholders are prepared to do as part of a national consensus to meet the country's energy needs.
Objective:	
Delivery Date:	28 February – 1 March 2013
<b>Beneficiary Country:</b>	<b>CURACAO</b>
Technical Cooperation/Assistance:	To provide technical assistance for the creation of a development and financial institution for the Government of Curacao
Objective:	
Delivery Date:	22-29 March 2014; 15-19 June 2014; 30 August – 3 September 2014
<b>Beneficiary Country:</b>	<b>MARTINIQUE</b>
Technical Cooperation/Assistance:	Convened stakeholder consultations on financing for renewable energy and energy efficiency.
Objective:	
Delivery Date:	25-27 November 2014

<b>Beneficiary Country:</b>	<b>MARTINIQUE</b>
Technical Cooperation/Assistance: Objective:	Addressed the Parliament of the Regional Council of Martinique on the eve of the country's accession to the Organization of Eastern Caribbean States, articulating the support possible from ECLAC with specific focus on renewable energy.
Delivery Date:	1-7 February 2015
<b>Beneficiary Country:</b>	<b>MONTSERRAT</b>
Technical Cooperation/Assistance: Objective:	Technical assistance to the Ministry of Public Works for the installation of a pilot geothermal plant on the island. Technical mission to conduct meetings with stakeholders involved in energy development on the island, specifically to obtain updated information on the project aimed at exploiting geothermal energy involving the installation of a geothermal electric plant.
Delivery Date:	29-30 March 2012
<b>Beneficiary Country:</b>	<b>TURKS AND CAICOS ISLANDS</b>
Technical Cooperation/Assistance: Objective:	Provided technical support to the Ministry of the Environment and Home Affairs, Department of Social Development and Gender Affairs in the facilitation of two workshops on the Convention on the Elimination of all Forms of Discrimination against Women
Delivery Date:	2-6 December 2013
<b>Beneficiary Country:</b>	<b>TURKS AND CAICOS ISLANDS</b>
Technical Cooperation/Assistance: Objective:	Developing 15-year population projections Collected baseline data for the developing of National Population Projections; presented 15-year population projections, and provided training so that staff of the Strategic Planning and Policy Department could maintain, update and further develop the projections.
Delivery Date:	6-12 October 2014; 2-5 February 2015

## **Annex 2**

### **Proposed programme of work to address the principal development challenges facing associate members**

Subject area: Caribbean Development and Cooperation

#### 1. Substantive servicing of meetings

Intergovernmental meetings

- (1) One session of the Working Group of associate members (AMs) including preparation of reports, and drafting of resolutions for consideration by the Caribbean Development and Cooperation Committee (CDCC).

#### 2. Recurrent Publications

- (1) Report of the Working Group of associate members (AMs) of ECLAC.

Subject area: Economic Development and Integration

#### 1. Substantive servicing of meetings

Ad hoc expert group meetings

- (1) A High Level Meeting of AM Ministers of Sustainable Development.

#### 2. Recurrent Publication

- (1) Report of the High Level Meeting of AM Ministers of Economic Development.
- (2) One issue of “Economic and Social Indicators of associate members (AMs) of ECLAC.”

#### 3. Non-Recurrent Publications

- (1) A study on challenges to and prospects for the offshore financial sector of AMs.
- (2) A study on prospects for transition to renewable energy in AMs.
- (3) An assessment on the debt profile of AMs and implications for economic growth.
- (4) A study on prospects for further integration of AMs in regional institutions and trade regimes.
- (5) A study on prospects for substantive collaboration between ECLAC and the Economic and Social Commission for Asia and the Pacific (ESCAP) in furtherance of the further integration of AMs of both regions in the United Nations system.
- (6) A study on the capacity of AMs to cope with the effects of climate change.

#### 4. Other substantive activities

Booklets, fact sheets, wall charts, information kits

- (1) ECLAC “The Associate” Newsletter (quarterly) on issues of interest affecting the AMs.

#### 5. Advisory Services

- (1) Provision, upon request, of technical cooperation and assistance to AMs.

Subject area: Statistics

#### 1. Substantive servicing of meetings

Ad hoc expert group meetings

- (1) A meeting of AM statistical officers on strengthening statistical data collection capacity.
2. Non-recurrent publications
    - (1) Report of the meeting of the meeting of AM statistical officers on strengthening statistical data collection capacity.
  3. Advisory Services
    - (1) The provision of advisory services at the request of AM governments to enhance national statistical data collection and database maintenance capacity.

Subject Area: Sustainable Development

1. Training courses and workshops
  - (1) Workshop to train officials in AMs on the ECLAC methodology for post-disaster assessment.
  - (2) Meeting of experts on the further integration of AMs in regional mutual disaster cooperation mechanisms

Subject Area: Knowledge Management and ICT for Development

1. Non-recurrent publications
  - (1) A Study on the feasibility of the establishment of an on-line programme on international organization affairs in conjunction with AM tertiary institutions.
2. Ad hoc Expert Group Meetings
  - (1) A seminar on multilateral diplomacy and international organization participation for AMs in collaboration with UWI Institution of International Relations and UNITAR Multilateral Diplomacy Programme.



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