

**REPORT**  
**OF THE**  
**TECHNICAL WORKING GROUP**  
**ON GOVERNANCE**  
**APPOINTED BY**  
**CARICOM HEADS OF**  
**GOVERNMENT**

**MANAGING MATURE**  
**REGIONALISM**

**REGIONAL GOVERNANCE IN THE**  
**CARIBBEAN COMMUNITY**



**CHAIRPERSON:**

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**Technical Working Group (TWG)**

**DATE:**

**October 2006**

**UNIVERSITY OF THE WEST INDIES**  
**GRADUATE INSTITUTE OF INTERNATIONAL RELATIONS**

**ST AUGUSTINE CAMPUS**  
**REPUBLIC OF TRINIDAD AND**  
**TOBAGO**

**23 October 2006**

H.E. Mr. Edwin Carrington  
Secretary-General  
Caribbean Community Secretariat  
Georgetown  
Cooperative Republic of Guyana

Your Excellency,

I have the honour to submit to you the Report of the Technical Working Group on the Governance of the Caribbean Community, established by the CARICOM Heads of State and Government at their Twenty-Sixth Meeting in July 2005.

On behalf of the members of the Working Group and the Advisers to the Group, I would like to express our appreciation to Heads of State and Government for their decision to grant us the opportunity to contribute to the ongoing discussion on the nature and orientation of the Community; and to thank them for the time which they took to discuss with us their views on the evolution of a regime for governance of the Community.

I would also wish to thank various officials of the Governments of the Community for their advice on this issue, and also for facilitating our visits to the Member States.

We have consulted a number of persons and institutions as we have conducted our deliberations, and we also wish to thank them for their assistance.

I wish to put on record our appreciation of yourself and the numerous officials of the Secretariat who have taken the time to discuss your views with us; and to express our particular thanks to Mr. Neville Bissember of the Legal Adviser's Office and to Ms. Marilyne Trotz who acted as Secretary to the Working Group, and indeed did yeoman service.

Finally, I would like to express appreciation to the United Nations Development Programme (UNDP) and the Government of Korea which co-financed this exercise.

Yours truly

**VAUGHAN A. LEWIS**  
**CHAIRMAN, TECHNICAL WORKING GROUP**

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**“The development of a system of mature regionalism in which critical policy decisions of the Community taken by Heads of Government, or by other Organs of the Community, will have the force of law throughout the Region...”. The Rose Hall Declaration on ‘Regional Governance and Integrated Development’ (July 2003)**

**“We must urge, specifically, that CARICOM is already too bureaucratized to add whole new layers of inter-regional instrumentalities. What is required is a simplified system using existing instrumentalities for the Commission’s consultation at Ministerial and other levels and a clearly defined hierarchy of regional decision-making such as special Committees, Ministerial levels and Heads of Governments”. Report of the Prime Ministerial Expert Group on Governance: Regional Integration – Carrying the Process Forward (2005).**

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## **I. INTRODUCTION**

1. Member States of the Caribbean Community face a number of major challenges at this stage of their historical evolution. Pressing domestic issues include the need to continue to improve standards of living together with Region-wide demands arising from such problems as crime, security and disaster management. These challenges must be addressed in the context of the inexorable march of globalisation and its consequences. The significant geopolitical and geo-strategic shifts which have occurred in the international system have forced countries of the Region to promote closer economic integration. This is reflected in current efforts to establish the Caribbean Single Market and Economy (CSME). In essence, therefore, economic integration is seen as an imperative strategy for optimising the development potential of the Region. It will also ensure the proper management of the regional environment, and the strengthening of the Region's capacity to participate effectively in the international system.
2. A critical element in the effort to advance the integration process is the need to devise suitable structures of regional governance to manage an integrated economic space. This must be based on a pragmatic approach to regional decision-making, since the promotion of the goals of economic integration presupposes an increasing degree of political consensus aimed at facilitating the achievement of agreed objectives.
3. In recognition of this need, CARICOM Heads of Government decided in 2003 to appoint a Prime Ministerial Expert Group on Governance (PMEGG) to make recommendations on the structure of regional governance consistent with the logic of regional economic integration reflected in the Revised Treaty of Chaguaramas.

4. The Report of the PMEGG entitled -- *Regional Integration: Carrying the Process Forward* -- was submitted to the Sixteenth Inter-Sessional Meeting of the Conference of Heads of Government held in Suriname from 16-17 February 2005.
5. The PMEGG was assisted in its work by three Technical Sub-Groups. It recommended, *inter-alia*, the establishment of a CARICOM Commission, comprising three members and a President, 'to exercise full-time executive responsibility for the implementation of decisions relating to the CSME and any other areas of the integration process as the Conference of Heads of Government may from time to time determine' and to 'initiate proposals for Community action in such areas'.
6. It further recommended that, in the exercise of its responsibilities, the Commission would be 'accountable to the Conference of Heads of Government and would also be responsive to the authority of the other organs of the Community within their respective areas of competence'.
7. In addition, it was proposed that the Commission, in collaboration with Member States, would seek to promote a system of Community Law which, on the basis of provisions in the Revised Treaty of Chaguaramas and legislative enactments by the parliaments of Member States, would be legally binding on Member States as well as on the organs of the Community.
8. The PMEGG also proposed that in order to fund the increased number of institutions envisaged under the CSME, it would be necessary to identify a reliable stream of resources that could be allocated for this purpose. Based on a review of various options, including the imposition of a value-added tax and a tax on alcoholic beverages, it was recommended that a percentage allocation from import duties by each Member State of the Community, proportionately allocated on the basis of their respective GNPs, would generate approximately US\$30million. This is three times the 2002 Budget of the CARICOM Secretariat,

and should therefore be sufficient to fund the Secretariat and the other institutions established under the CSME.

9. Finally, the PMEGG recommended that:
  - (i) the Assembly of Caribbean Community Parliamentarians (ACCP) should be strengthened by the adoption of revised Standing Orders designed to ensure that it functioned as an authentic regional body; and also that it should continue to function as a deliberative and consultative, rather than a legislative body;
  - (ii) there should be an explicit recognition that:
    - (a) its members would comprise both government and opposition parliamentarians; and
    - (b) that the category of observers would be expanded to cater for the participation of civil society representatives in an effort to increase the democratic character of the Assembly.

These recommendations were in response to criticisms that CARICOM institutions were not sufficiently attentive to the need for increased popular participation.

10. Given the comprehensive and somewhat complex nature of some of the recommendations contained in the PMEGG Report and the limited time available during the Sixteenth Inter-Sessional Meeting held in Suriname to consider it, Heads of Government assigned to the Prime Ministerial Bureau, responsibility to examine recommendations of the Report, with the assistance of the Chairman of the PMEGG. The Bureau was directed to submit concrete proposals for consideration by Heads of Government at their Twenty-Sixth Meeting held in July 2005.

11. Based on their consideration of the issue at the Seventeenth Inter-Sessional Meeting held in Port-of-Spain from 9-10 February 2006, Heads of Government appointed the present Technical Working Group (TWG) and assigned it the task of examining the PMEGG Report with a view to suggesting the most feasible options for implementing its recommendations.

## **II. TERMS OF REFERENCE AND COMPOSITION OF THE TECHNICAL WORKING GROUP**

12. The Terms of Reference and composition of the TWG are shown in **Annexes I and II of this Report.**

13. It is clear from the Terms of Reference that the Heads of Government felt that there was a need to resolve a number of potentially contradictory provisions embodied in some of the recommendations contained in the PMEGG Report. This was particularly so in terms of the overall conception of the Community and the way in which the functions of the Commission could be reconciled with the executive authority of National Cabinets.

## **III. METHODOLOGY ADOPTED BY THE TECHNICAL WORKING GROUP IN THE EXECUTION OF ITS TERMS OF REFERENCE**

14. In carrying out its work, the TWG met with thirteen Heads of Government and two Leaders of Opposition appointed to participate with designated Heads of Government in the Group established to carry forward the dialogue on integration issues. A list of Heads of Government and Leaders of Opposition with whom the TWG met, is contained in **Annexe III** of the Report. These Meetings proved extremely important in enabling the TWG to assess the political perspectives which shape approaches to regional integration. Meetings were also held in Brussels between members of the TWG and officials of the European Commission. This provided useful insights into the workings of the European Union and thus enabled the TWG to assess lessons that could be drawn from that

experience that are applicable to Caribbean circumstances. In addition, the TWG held extensive discussions with the Secretary-General and senior staff of the CARICOM Secretariat in order to gain a better understanding of the role of the Secretariat in the regional integration effort. Finally, the Group met on four occasions -- in Barbados, Guyana (twice), and Trinidad and Tobago -- to exchange ideas among its members and advisers in order to arrive at a consensus on issues which the Group was asked to address.

#### **IV. RECOMMENDATIONS**

15. The recommendations of the TWG are as follows:

15.1 The TWG accepts, in broad outlines, the recommendations contained in the Report of the PMEGG.

15.2 CARICOM should continue to operate as 'a Community of sovereign States' on the basis of the new legal and institutional arrangements proposed in the TWG Report. The application of this principle is manifested in the concept of shared sovereignty or the **collective exercise of sovereignty** in agreed areas by Member States. The agreed areas of shared sovereignty will be determined on the basis of two principles:

(1) '**proportionality**' which stipulates that the content of, and the institutional arrangements devised for, Community action shall not exceed what is necessary to achieve the objectives of the Revised Treaty; and

(2) '**subsidiarity**' which asserts that regional action would not be pursued in cases where action by individual Member States is sufficient to achieve the specific goals of the Community and these

States demonstrate a commitment to pursue such action. (See para. 25).

15.3 The TWG recognises the provisions of the revised Treaty of Chaguaramas as the legal basis for the functioning of the Community and therefore as the source of Community Law. The TWG therefore recommends the passing of a 'single CARICOM Act' by the parliaments of Member States which will permit the reception of Community Law in the jurisdictions of Member States. The TWG also recommends:

15.3.1 The creation of a Caribbean Community Commission subject to the authority of the Conference of Heads of Government. See para.34)

15.3.2 Expansion of the processes of regional decision-making through continuous collaboration between the cabinets of Member States, the ministerial organs of the Community and the Commission. This collaboration will provide the basis for an effective system of regional decision-making. (See paras. 24 & 26)

15.3.3 Progressive development of Community Law, already enshrined in the Revised Treaty, as a basis for the operation of the Community. This is directed at empowering the ministerial organs of the Community, in collaboration with the Commission, to effect legally binding decisions on the organs of the Community and on Member States by virtue of the 'single CARICOM Act'. (See paras. 20-21, 35, 38-40)

15.4 The TWG further recommends (see Chart on Structure of Governance Annex IV) that the Commission should:

- 15.4.1           Constitute persons of ‘high political experience’ who would have the capacity to give a deliberate policy direction and orientation to the Commission. (See para. 34)
- 15.4.2           Comprise four persons, one of whom should be the President. (See paras. 44-45)
- 15.4.3           Maintain formal relationships with national cabinets, relevant Ministries, Community organs, the Heads of Government (including the Conference, the Prime Ministerial Bureau, the Quasi-Cabinet), and the Assembly of Caribbean Community Parliamentarians (ACCP). (See paras. 35-37, 40-42, 44-47, 59, 61)
- 15.4.4           Distribute portfolios of the three Commissioners in accordance with the broad subject areas of the integration movement, namely: (1) Foreign and Community Relations; (2) Regional and International Trade and Economic Integration (including Finance and Planning); (3) Human and Social Development (including Functional Cooperation). The President shall have overall responsibility for coordinating and managing the work of the Commission. (See paras. 44-45)
- 15.4.5           Encompass the administrative structure of the CARICOM Secretariat after its appropriate amendment. (See para. 46)
- 15.4.6           Be administratively supported, for the execution of its functions, by the Secretariat re-organised in such a way that: (1) the present positions of Assistant Secretary-General (ASG) would be re-designated Director-General and one assigned to each Commissioner; (2) the functions currently performed by the Deputy Secretary-General would be vested in a Director-General who would be responsible for the administration of the Commission. The

functions carried out by the Secretary-General will be absorbed into those of the President of the Commission. (See paras. 46-48)

- 15.5 The TWG further recommends that expansion in regional decision-making referred to in 15.3 above should have as one of its main objectives the decentralisation of regional decision-making aimed at producing greater effectiveness in the operation of the integration system. Implicit in this recommendation is that the Conference of Heads of Government should insist that the sectoral ministerial councils use their full authority under the Revised Treaty to effect regional decisions instead of relaying a large number of issues upwards to the Heads of Government as is done at present. (See paras. 28-32).
- 15.6 The President and the other Commissioners should constitute a strategic link between the ministerial councils and the Heads of Government so as to assist the appropriate formulation and legitimisation of decisions made at ministerial levels and facilitate their implementation. In the context of the formalisation of such an arrangement, the Community Council should be abolished, and its specific responsibility under the Treaty 'to examine and approve the Community Budget' be transferred to COFAP with Ministers responsible for Community Affairs being in attendance at the option of Member States (See paras. 35-36).
- 15.7 The TWG recommends that the Commission, in the exercise of its functions, should have authority to intervene within individual national systems and at the level of regional entities on behalf of the collective political directorate (Heads of Government and Ministerial Councils) in the elaboration and execution of agreed decisions. (See para. 37).
- 15.8 The TWG recommends further that the Commission should be provided with sufficient legislative and institutional authority to ensure enforcement of regional decisions through provisions in the Revised Treaty, the delegated authority of the Heads of Government, and by virtue of Community Law. (See para. 41).

- 15.9 In this context, the TWG recommends that the progressive development of Community Law referred to in 15.3 above should permit a distinction among decisions made at various levels, between (1) *regulations*; (2) *directives*; (3) *decisions*; and (4) *recommendations and opinions* in order to offer Member States some measure of flexibility in the reception of Community Law especially with respect to *directives*. (See paras. 21, 39-40).
- 15.10 The TWG endorses the principle that in view of the disparities in levels of development among Member States of the Caribbean Community, there is an explicit recognition that integration must be premised on a 'bargain' involving recognition of all the requirements for ensuring development by individual Member States as well as the equitable distribution of the benefits of integration. This principle also recognises that the nature of the bargain would change over time. (See para. 27).
- 15.11 With respect to **automaticity of financing of the institutions of integration**, the TWG endorses the use of GNP as the primary measure of the capacity of Member States to pay. It identifies import duties, from among the options flagged in the Technical Sub-Group Report, as the preferred source, at each national level, for the automatic transfer of resources to the Community. The TWG recommends that this overall objective be pursued in two phases. Phase 1 would be activated in CARICOM Financial Year (FY) 2008 and would involve direct transfers of resources from national Customs authorities to the Community pursuant to a Budget approved by the Conference. These transfers would be to finance the budget of the integrated Commission and Secretariat, which should include a small Unit to service the needs of the Assembly of Caribbean Community Parliamentarians (ACCP) and the budget of the Caribbean Regional Negotiating Machinery (CRNM). The necessary legal provisions to effect this would be put in place during FY2007. Phase 2 will introduce the mechanisms for permitting greater automaticity into the process and will identify additional institutions to be brought under the regime. (See paras. 49-59).

- 15.12 With reference to the role of **the Assembly of Caribbean Community Parliamentarians (ACCP)** in the integration process, the TWG recommends that the proposals outlined in the PMEGG Report should form the basis for further strengthening of the ACCP. These proposals relate to the reaffirmation that the Assembly should: (1) continue to function as a consultative and deliberative, instead of a legislative body; (2) revise and adopt its standing orders to include, as national delegations to the Assembly, both government and opposition parliamentarians; (3) expand the category of observers in the Assembly to include civil society representatives; (4) entertain expert witnesses to give advice on any subject which it may be considering, and provide for their attendance in the budget of the Assembly. (See para. 60).
- 15.13 With respect to the specific agenda to be given the Assembly, the TWG recommends that the Assembly should be mandated to discuss policies, programmes and matters falling within the scope of the Treaty and be empowered to make recommendations thereon. The Assembly should also be mandated to make recommendations on any matter referred to it by the Conference of Heads of Government, the Ministerial Councils or any other organ or any institution or associate institution of the Community. The President of the Commission and the other Commissioners may be invited, or seek leave, to appear before the Assembly in the context of the deliberative and scrutiny functions of the Assembly in its sphere of competence relating to CARICOM affairs. (See para. 61).
- 15.14 Finally, the TWG emphasises that the deepening of Caribbean integration together with the management of the maturing of Caribbean regionalism demands an evolutionary perspective. The sources for this must be found in continuous consultations involving the aspirations of the people of the Region. The TWG recognises the disparities in size, population, resources, levels of development, and accessibility of Member States. Accordingly, the TWG advocates acceptance of different levels of sub-regional integration, (including

political union), often referred to as ‘a variable geometry of integration,’ among different groups of Member States provided that this does not contradict the objectives of the integration movement embodied in the Revised Treaty of Chaguaramas. (See paras. 65-69).

**V. ELABORATION AND JUSTIFICATION OF THE RECOMMENDATIONS**

**A. The Role of Governance in the Integration Process: Philosophical Perspectives and Conceptual Issues**

16. There is growing recognition that an effective system of regional governance is a key requirement for the optimal functioning of the agreed regional integration space. The quickening pace of integration evident in the move towards the establishment of the CSME now requires the introduction of an innovative system of regional decision-making, if the objectives of Caribbean integration are to be achieved.
17. At the same time, approaches to governance have undergone significant change. Governance is no longer seen as an exclusively State-centred process but is perceived instead as encompassing the activities of a wide range of non-State actors, including the private sector, trade unions and other civil society groups. While this broader appreciation of governance serves as the guiding principle underpinning the analysis contained in the Report, special attention is nevertheless paid to regional governance structures and their functions, given the Terms of Reference of the TWG.
18. Based on the conception of CARICOM as a ‘Community of sovereign States’, the implementation of decisions within the Community currently relies heavily on the action of national governments, despite the provision in the Revised Treaty of Chaguaramas stipulating that decisions of the Heads of Government are ‘binding’.

19. This is now widely perceived to be a handicap, which has become increasingly untenable since action at the national level has not been pursued with the urgency required to ensure the timely implementation of decisions taken at the regional level. This is attributable to a number of factors, including a lack of political will, often resulting from inadequate consultation at the national level prior to the adoption of decisions at the regional level; the absence of supporting national legislation; the non-availability of the necessary technical capacity to implement regional decisions; or insufficient recognition of the importance of the provision of appropriate legal mechanisms to ensure enforcement.
20. The increasing urgency of dealing with numerous critical issues that have arisen in the context of the CSME and in response to challenges presented by developments in the global environment have served to underline the need to put in place suitable arrangements and procedures, including an appropriate legal framework, to give prompt effect to decisions taken at the regional level. Based on these considerations, the TWG accords high priority to collective decision-making at the regional level and to the adoption of arrangements to facilitate the reception of such decisions into the domestic law of Member States through their enactment of a single 'CARICOM Act' in their respective parliaments with provisions to ensure enforcement of such decisions.
21. It is obvious to the TWG that the Caribbean Community has not yet achieved the level of integration experienced by the European Union. Nevertheless, we believe that some of the principles and practices involved in the operation of the latter are quite relevant to Caribbean current and future integration requirements and could, therefore, be adapted in an effort to improve the effectiveness of governance in the Caribbean Community. In particular, consideration should be given to the adoption of a system that differentiates legally among specific kinds of Community decision-making: viz. regulations, directives, decisions, and recommendations and opinions.

22. In addressing governance in the Caribbean, it is evident that there is some tension between 'nationalism' and 'regionalism'. Both represent legitimate aspirations of the people of the Region. The reality is that it is natural for individual Member States to seek to defend their sovereignty, bearing in mind that, in many cases, national independence has been achieved relatively recently. The situation is further complicated by the fact that the Community comprises mainly island States, scattered over a fairly large expanse of sea which not only generates 'geographical separateness', but also encourages a certain degree of particularism. This factor is exacerbated by the fact that many Member States contain a multi-ethnic population or are constituted by a plurality of island communities. However, given the need to accelerate the pace of development of Member States and to respond to the complex challenges presented by the profound geo-political and geo-strategic shifts that have occurred in the global system in which they function, it is increasingly accepted by governments and private actors that new methods of management of integrated economic spaces are necessary.
23. Indeed, in the face of this reality, there is increasing attention to the restructuring of economic integration arrangements in various parts of the developing world. Examples include: the Andean Group, MERCOSUR, and the Central American Common Market in Latin America; ECOWAS, COMESA, SADC and the East African Community in Africa; and ASEAN and SAARC in Asia. Our CARICOM is simply part of this wider evolution of the need for effective governance of integration processes.
24. A peculiar challenge to the Caribbean is to find integration formulas that reconcile 'nationalism' and 'regionalism'. It is becoming clear that as the Caribbean seeks to engage in more intensive patterns of integration, increased emphasis will need to be placed on 'collective decision-making' and therefore on the necessary policies, legal frameworks, and institutional arrangements to give practical effect to such a process of decision-making. This will not imply a diminishing importance of national decision-making since 'collective decision-

making' at the regional level will apply only to the specific areas agreed on collectively by Member States. A critical consideration is that Member States, through inter-governmental processes, are always present at the table in each arena of collective decision-making.

25. In this context, the TWG believes that it would be useful to apply the principle of 'proportionality', utilised by the European Union. This stipulates that the content of and the institutional arrangements devised for Community action shall not exceed what is necessary to achieve the objectives of the Revised Treaty, and that this should be supported by a second principle of 'subsidiarity'. This principle asserts that regional action would not be pursued in cases where action by individual Member States is sufficient to achieve the specified goals of the Community and these States demonstrate a commitment to pursue such action.
26. The TWG therefore concludes that effective governance in the Caribbean integration context can best be understood by an approach which combines elements of 'inter-governmentalism', (which recognises the continuing importance of individual Member States in determining the path of the integration process), and elements of neo-functionalism, (which is premised on the principle of shared sovereignty or the collective exercise of such sovereignty in specified areas). On this basis, it would be possible to reconcile the twin imperatives of nationalism and regionalism, based on a division of responsibility between the two levels of decision-making.
27. Moreover, in view of the disparities in levels of development among Member States, there is an explicit recognition that integration must be premised on a 'bargain' among Member States involving recognition of all the requirements for ensuring development of individual Member States, as well as the equitable distribution of the benefits of integration. Failure to deal with economic disparities will serve to weaken the regional integration movement and popular support for it. Already, the initiatives being pursued to establish a CARICOM Regional Development Fund is a recognition of this challenge.

## **B. Rationalisation of Regional Decision-making**

28. Another challenge of regional governance in the Caribbean is the need to increase the efficiency of decision-making in the Community. It has become increasingly clear that, despite the establishment of various ministerial councils, namely, Council for Foreign and Community Relation (COFCOR), Council for Trade and Economic Development (COTED), Council for Human and Social Development (COHSOD), and Council for Finance and Planning (COFAP), decision-making within the Community remains largely centralised, with issues being referred upwards for decisions. The result has been that the agendas of Meetings of the Conference of Heads of Government have become overburdened and extremely unwieldy. This has prevented the Heads of Government from focusing on the major strategic challenges facing the Community. These include the implications of globalisation and the significant geo-strategic shifts which have occurred in the international system, including the growing economic importance of China and India, and the geopolitics of energy.
29. There is fairly widespread consensus that effective systems of regional governance require a radical decentralisation of decision-making designed to shift less important issues to lower levels of regional decision-making. Heads of Government should therefore insist that the various ministerial councils (COFCOR, COTED, COHSOD and COFAP) take definitive decisions in respect of issues falling within their respective areas of responsibility, which in fact they are empowered to do under relevant articles of the Revised Treaty. Councils should in turn seek to delegate, with the blessing of the Heads of Government, decision-making on some issues to Government officials and to the Commission. Indeed, under the Treaty, the Secretary-General of the Community is already empowered to grant derogations from the Common External Tariff (CET), during the period between Meetings of the COTED, and to report such derogations to the next Meeting of the Council. This arrangement has considerable merit. A conscious effort should therefore be made to identify other possibilities for the proposed

Commission to exercise such functions thus relieving Heads of Government, Ministers and government officials of this responsibility, and the over-burdening of the deliberations of the Conference.

30. In this regard, a special word needs to be said about the functioning of the Community Council in the overall scheme of CARICOM governance. Under the Revised Treaty of Chaguaramas, the Community Council is designated as the second highest organ of the Community after the Conference of Heads of Government, and has the responsibility for proposing the agenda for Meetings of the Conference of Heads of Government. Although it was clearly the intention that the Council should function in this manner, it has instead, in practice, simply become an instrument through which issues emerging from various ministerial councils are routinely referred for decision to the Heads of Government.
31. The situation is partly due to the fact that with the establishment of the various ministerial councils with sectoral mandates covering areas such as -- community relations, foreign policy, trade and economic development, and finance and planning -- the Community Council, which comprises mainly Ministers of Foreign Affairs, does not possess the range of competences required to address issues referred to it by sectoral councils. Moreover, the original mandate of the Community Council has been undermined to some extent by the appointment of the Quasi-Cabinet, comprising Heads of Government who have been assigned responsibility for specific issues such as crime and security, health, the environment, external economic relations, the CSME, law and governance and agriculture. As a result, Heads of Government are able to intervene directly to effect speedy decisions in their respective portfolios – outside the context of the Community Council. The role of the Council is likely to be further diminished by the proposed establishment of the CARICOM Commission which, it is recommended, should be vested with powers both to initiate measures and to follow up on implementation. It would therefore serve as an important link between the various sectoral ministerial councils and the Heads of Government.

It would seem therefore that a number of developments over the years have conspired to reduce the necessity for the Community Council as it exists.

32. The TWG therefore recommends the abolition of the Community Council. Instead, the various sectoral ministerial councils should be directed by the Heads of Government to exercise, to the maximum, their decision-making responsibilities as envisaged in the Revised Treaty, and to refer to the Heads only those issues which, because of their importance and acute political sensitivity, should be considered by the Heads of Government. Under this dispensation, the preparation of agendas for Meetings of the Conference of Heads of Government would instead be entrusted to the Bureau, assisted by the chairpersons of the sectoral ministerial councils and be based on proposals submitted by the Commission, following consultations with the governments of Member States. Such a realignment and readjustment of responsibilities would result in a considerable improvement in the efficiency of decision-making and also lead to a significant rationalisation of the governance structure of the Community. It is obvious, in this formulation, that the Commission would play a pivotal role in facilitating decision-making at both regional and national levels. Finally, it can be seen that in this context, we believe the establishment of the Bureau and the Quasi-Cabinet to have been peculiar CARICOM innovations; and that their further institutional integration with the Commission's activities can only enhance the making and implementation of decisions.

**C. Specific Issues Identified in the Terms of Reference of the TWG**

33. As indicated earlier, the TWG was requested to examine a number of specific issues (see Annexe I) dealing with potential constraints on the operations of the proposed Commission; possible legislative interventions to give effect to the Commission; the relationship between the Commission and Community organs; other arrangements for enhancing governance such as the Bureau and the Quasi Cabinet; the Caribbean Community Secretariat and the Secretary-General of the Community. In addition, the TWG was requested to examine options suggested

by the Sub-Group on automaticity of financing of Community institutions and recommend the most feasible option. This would take into account preferred arrangements recommended for the system of governance; and also make provisions for the earliest implementation of the other recommendations of the PMEGG aimed at enhancing the functioning of the ACCP. The TWG was requested to recommend also the nature and scope of the activities of the Assembly in the immediate and medium term, bearing in mind that the main functions of the Assembly are deliberative.

These issues are addressed in the following section of the Report:

**D. Overcoming the Possible Constraints on the Operationalisation of the Commission**

34. The TWG recommends the creation of a Commission, comprising four Commissioners one of whom shall be the President. The Commission would be vested with the powers and authority to act as an agent of the Community in the specific areas of responsibilities, assigned by Member States, to the Commission. The Commission would act under the authority of the Conference of Heads of Government and be accountable to it. It would also be responsive as well to the Ministerial Councils in their respective areas of competence. In its day-to-day operations, the Commission would be assigned the following functions:

- (i) participation, in collaboration with Member States and through the organs of the Community, in the formulation and execution of Community public policy;
- (ii) initiation, in collaboration with Member States and with other Community organs, of the processes to enable Community organs to take regional decisions that are legally binding;
- (iii) enforcement of Community decisions;

- (iv) participation, with the representatives of Member States in negotiations with, and representations to, extra-regional authorities in the international community

In considering the character of the proposed Commission, the majority of the 13 Heads of Government consulted by the TWG were of the view that the 'Commission should be constituted of persons of 'high political experience' who would have the capacity to give policy direction and orientation to the central executive mechanism of the Community.

- 35. The rationale for the establishment of a Commission derives from the general recognition of an 'implementation deficit' in the activities of CARICOM. This is due to two main factors: (1) the almost exclusive dependence of the Community on the individual Member States to implement measures agreed upon at the regional level; and (2) the absence of institutions, involving the organs of both Member States and the Community, with specific responsibilities to implement regional decisions. Both of these shortcomings can be overcome through the adoption of regional institutions and modalities. These will operate on the basis of Community Law, with specific constitutional responsibilities assigned to the organs of Member States as well as those of the Community, including the proposed Commission, for the formulation of regional policy, legislation, and the implementation of Community decisions.
- 36. The TWG reviewed the mechanism for 'overcoming the possible constraints imposed on the operationalisation of the Commission by the widespread acceptance of the principle that CARICOM functions as a Community of sovereign States and the establishment of the basis on which the Commission system would co-exist with the executive responsibility of the national cabinets for implementation, and how such responsibility could/would be transferred to the Commission'. The TWG recommends that the perceived constraints could be overcome by:

- (i) the collective delegation of executive authority of national cabinets to the Commission on specific agreed subjects (implicit in the concept of the collective exercise of sovereignty); and by
- (ii) conceiving of the Commission as a mechanism functioning under authority of the Heads of Government in keeping with the principle of centralisation of decision-making within the Community on a rationalised basis.

37. In this context, the TWG recommends that the Commission, in the exercise of its functions, should have authority to intervene within individual national systems and at the level of regional entities on behalf of the collective political directorate (Heads of Government and Ministerial Councils), in the elaboration and execution of agreed decisions.

**E. Legislative Interventions Required to Vest Commissioners with the Necessary Powers to Effect Implementation of Community Regulations**

38. Regarding 'legislative interventions' necessary to achieve this objective, possible approaches for dealing with this issue are outlined in the Report of the PMEGG. The Report recommends the adoption of a system of Community Law sanctioned by the various national governments and based on the drafting by the Commission of 'instruments of implementation' formally approved by the Heads of Government or other competent organs of the Community to give effect to, or facilitate, the making of Community decisions.

39. Consistent with proposals to improve the effectiveness of Caribbean integration institutions based on relevant EU experiences, it is proposed that the system of Community Law already recognised in the provisions of the Revised Treaty of Chaguaramas, should be amplified to cater for the continuous creation of Community Law through the organs and institutions of the Caribbean

Community. This should be achieved through the instrumentality of collaboration between the Conference of the Heads of Government and Ministerial Councils (including the Legal Affairs Committee) on the one hand and the Commission on the other.

40. In this context, it is proposed that new provisions should be inserted in the Revised Treaty to facilitate collaboration between the Conference of the Heads of Government and Ministerial Councils with the assistance of the Legal Affairs Committee on the one hand and the Commission on the other. This is essential for the purpose of effecting Community legislation which, through 'the Single CARICOM Act' enacted by the parliaments of Member States, would have direct application and direct effect within the jurisdictions of Member States. In these treaty provisions, it would be necessary, as was done in the European Community, to make the distinction among regional legal decisions characterised as (1) *regulations* which shall have general application and be binding in every respect and directly applicable in each Member State; (2) *directives* that will bind Member States to which they are addressed, as to the results to be achieved, while leaving to domestic agencies a competence as to form and means; (3) *decisions* which shall be binding in every respect for the addressees named therein; and (4) *recommendations and opinions* which shall have no binding force. These legislative distinctions will further emphasise the principle that CARICOM is a 'Community of sovereign States'.
41. The TWG recommends further, that the Commission should be provided with sufficient legislative and institutional authority to ensure enforcement of regional decisions through provisions in the Revised Treaty, the delegated authority of Heads of Government, and by virtue of Community Law.
42. The TWG considered the important issue of voting procedures to be adopted in the regional bodies of the Community for arriving at the different categories of binding decisions – whether decisions should be made on the basis of consensus, a simple majority vote of Member States, a qualified majority vote, or a

unanimous vote by all Member States. The TWG was of the view that the current provisions relating to voting procedures in Community organs and bodies as embodied in Articles 27 to 29 of the Revised Treaty should not be altered at this time.

43. On the specific detail of the legislative intervention required to vest Commissioners with the necessary powers to effect implementation of Community legislation, it is to be noted that Article 211 (1), (b) of the Revised Treaty acknowledges the original jurisdiction of the Caribbean Court of Justice (CCJ) with respect to 'disputes between Member States parties to the Agreement and the Community'. In this context, the Commissioners would be administratively vested with powers and authority to act as agents of the Community.

**F. Relationship Between the Commission and the Various Entities of the Community**

44. It was envisaged in the Report of the PMEGG that only a limited number of Commissioners would be appointed and that they would focus primarily on matters relating to the CSME. This was premised on the understanding that additional Commissioners could be appointed in future to deal with other areas of the integration movement, as may be necessary. However, the TWG is of the view that it would be much more effective to link the Commissioners to the broad subject areas of the integration movement, namely: Foreign and Community Relations; Regional and International Trade and Economic Integration (including Finance and Planning); Human and Social Development (including Functional Cooperation).
45. It is proposed therefore that three Commissioners should be appointed to cover these broad areas together with a President who would be responsible for providing oversight of the work of the Commission and serve as the principal point of contact between the Commission and the Heads of Government, the

ministerial organs, and Member States. The other Commissioners would also be expected to establish appropriate links with ministerial organs and Member States in their respective areas of competence.

46. Under this model, the existing CARICOM Secretariat would be incorporated into the Commission. As such, technical staff of the Secretariat would provide substantive technical support to the Commissioners. Within this framework, the existing position of Assistant Secretary-General (ASG) in the Secretariat could each be designated as a Director-General who would be required to provide necessary technical support to the President and the other Commissioners, while at the same time managing, on a day-to-day basis, the relevant divisions of the Commission. It is also proposed that the responsibilities of the Deputy Secretary-General, which in effect encompass the Administrative Support functions of the proposed Commission should be assigned to a Director-General who, like the Legal Counsel, would report directly to the President of the Commission.
47. As a result, the relations between the proposed Commission and the various entities of the Community will remain much the same as that which currently exists between those entities and the Secretary-General and senior staff of the Secretariat. Moreover, relations between the Commission (incorporating the Secretariat) on the one hand and the Heads of Government (Conference, Bureau, Quasi-Cabinet), the ministerial organs, and Member States, on the other hand, will be put on a new footing. Under the proposed new arrangements, the Commissioners would be vested with specific executive responsibilities for the initiation of action and follow-up on implementation based on their empowerment to act under delegated authority conferred by the Member States, as described earlier.
48. Given the important responsibility exercised by the Caribbean Regional Negotiating Machinery (CRNM) in respect of external negotiations, it would be important to establish that this body falls functionally under the Commissioner for Regional and International Trade and Economic Integration. It would also

necessarily be designated to serve as the body carrying out various functions required by the Prime Ministerial Sub-Committee on External Relations.

**G. Automaticity in Financing the New Governance Arrangements**

49. The Rose Hall Declaration and the Terms of Reference of the TWG enabled the TWG to assume that the political directorate of the Region was prepared to consider adopting a system of automatic transfer of resources from Member States to the Community for financing key Community operations. Against that background, the TWG noted that the PMEGG Sub-Group on automaticity of financing had conducted an excellent technical analysis of the issues involved. The Report of the PMEGG Sub-Group leaves the TWG with the conviction that there is no insurmountable technical impediment to the introduction of a suitable system of automatic transfer of resources. The essential challenge is one of political acceptance of the idea.
50. Accordingly, the TWG believes that certain basic considerations behind the idea of automatic transfer of resources to the Community are worth emphasising. One such consideration is that automaticity in financing would indicate the importance that Member States attach to the role of the Community in the lives and prospects of the people of the Region, and a signal, therefore, of their commitment to facilitate the smooth functioning of CARICOM by removing actual and potential bottlenecks in the discharge of their financial commitments to the Community.
51. A second important consideration is that the Community would be enabled to stand on a sound footing by having legally anchored arrangements for its “own resources,” with the understanding that the deployment of these resources would remain under the control and approval of inter-governmental technical and political organs (the Budget Committee and the relevant Ministerial Council) comprised of representatives of Member States. Such resources would be

“Community property,” not the property of the Secretariat or of the proposed Commission.

52. It should also be recognised that the establishment of arrangements for automaticity in financing would not mean that Member States would be committing themselves to any greater flow of national resources to the Community than that which, subject to the budget approval process, they would in any case be providing through the present system of annual appropriations from their respective treasuries. Essentially, automaticity of financing would mean the removal of uncertainties about the timely availability of funds for Community operations, through a more expeditious and predictable flow of the resources that Member States undertake to provide for the Community.
53. A particularly practical consideration noted by the PMEGG Sub-Group is that automatic transfers would enable avoidance of costs arising from the use of overdraft facilities which the Secretariat has had to negotiate every year on account of overdue contributions from Member States. The TWG has ascertained that the overdraft facility negotiated in 2001 was equivalent to US\$1.9 million, and by 2005 the level was US\$3.7 million. Drawings on these facilities incurred cumulative interest charges of US\$297,000 over the period 2001 – 2005.
54. The PMEGG Sub-Group, after indicating the need to use GNP as an indicator of capacity to pay, identified several options for securing a reliable stream of resources for meeting the financing needs of the Community. These included import duties, value added tax and other consumption taxes, income tax or income tax levy, and an exit tax. From among these, the PMEGG Sub-Group proposed that the most practical arrangement would be for Member States to allocate a percentage of import duties, in proportion to their GNP, to be contributed to a central pool of resources earmarked for the funding of regional institutions. **The TWG agrees with this proposal.** It was estimated that the proposed allocation to be made from import duties would raise **approximately** US \$30 million which is three (3) times the 2002 Budget of the CARICOM

Secretariat, and would therefore be sufficient to finance the Secretariat and the other institutions required to support the integration effort.

55. During Meetings with the various Heads of Government, the TWG received mixed responses to the proposal. Some Heads supported the proposal as a means of ensuring a reliable system of funding for regional institutions. Others were skeptical of the feasibility of the proposal and also felt that, even if it were to be adopted, the resources allocated should be held in a national fund, instead of being allocated to a regional pool. It was recognised, however, that such an arrangement would probably result in the same problem currently being experienced by Governments in ensuring timely payments of contributions to regional institutions.
56. Taking all the foregoing considerations into account, the TWG is recommending a two-phased approach to the introduction of automatic financing flows for the Community.
57. Phase One would be implemented in CARICOM Financial Year (FY) 2008, leaving time for the necessary legal and administrative arrangements to be put in place during 2007. In FY 2008, direct transfers of resources to the Community would be activated. These transfers would be to finance the budgets of the integrated Commission and Secretariat, which should include a small Unit to service the functioning of the ACCP, and the budget of the Caribbean Regional Negotiating Machinery (CRNM). The already existing Budget Contribution formula, painstakingly revised as recently as 2003 on the basis of GNP and other criteria, would be applied to determine the contribution of each Member State to the approved Budget for these entities, and the national authorities would arrange for their Customs Administrations to transmit in US Dollars to a Community Account their respective contributions in regular installments.

58. In Phase Two, to be implemented after FY 2008, additional institutions, if any, to be covered by the transfers would be identified and brought under the regime. Also, the automaticity of the system would be enhanced, and the resource flows further calibrated to yield sufficient funds to cover the budgetary requirements of the approved institutions, and to allow for the building up of moderate reserves.
59. In the implementation of the above proposals, the TWG recommends that the Commission would identify the institutions that should be funded under the regime and submit (through COFAP) recommendations for approval by Heads of Government.

**H. The Assembly of Caribbean Community Parliamentarians (ACCP)**

60. It is recommended that proposals outlined in the PMEGG Report should form the basis for the further strengthening of the ACCP. The main proposals relate to the reaffirmation that the Assembly should continue to function as a consultative and deliberative, instead of a legislative body; its revised standing orders should be adopted; national delegations to the Assembly should include both government and opposition parliamentarians; and the category of observers in the Assembly should be expanded to include civil society representatives. The Assembly should be able to entertain expert witnesses to give advice on any subject which it may be considering, and provisions for this should be included in the Budget allowed to the Assembly.

61. In terms of the nature and scope of the activities of the Assembly, based on the provisions of the agreement governing its establishment, the Assembly is mandated to discuss policies and programmes and make recommendations on any matters relating to the objectives of the Treaty. It can also make recommendations on any matter referred to it by the Conference of Heads of Government, the Ministerial Councils or any institution or associate institution and adopt appropriate resolutions. The President of the Commission and the other Commissioners may be invited, or seek leave, to appear before the Assembly in the context of its deliberative and scrutiny functions. And the Assembly could entertain expert witnesses to appear to facilitate its understanding on specific issues.
62. In addition to the above, the TWG recommends that the next session of the Assembly should focus on the CSME and its ramifications for the Region and should also discuss global developments which impact on the Community with a view to identifying possible responses to these challenges. It is felt that such a debate could make a major contribution to the effort to increase public education and awareness of the critical issues facing the Region.
63. Having said this, the infrequent nature of meetings of the Assembly which, in keeping with its constituent mandate, should normally meet annually, would militate against the timely consideration of issues affecting the Region. Since financial constraints exist in respect of countries hosting Meetings of the Assembly, it is recommended that the financing of these meetings should be included in the CARICOM budget.

## **I. The Pace of Integration among Member States**

64. Developments at national, regional and international levels are likely to exert continuing pressure on Member States of the Caribbean Community to intensify the process of regional integration. This will in turn require national decision-making to be increasingly supplemented by collective decision-making at the regional level, supported by the principle of 'direct effect'. This is essential since the objectives of regional economic integration are unlikely to be achieved, unless supported by a rational system of regional governance. However, the advocacy of enhanced regional decision-making, based on the collective exercise of sovereignty, as an indispensable element of regional integration, should not be construed as a statement in favour of federation or other form of political union, which implies a permanent cession of sovereignty. Instead, it should be seen as a pragmatic attempt to identify a creative and flexible form of governance in keeping with the logic of regional integration.
65. During the course of the discussions carried out by the TWG, the issue of the viability of a 'variable geometry of integration', based on the adoption of different levels of integration by groups of states within the Community was raised. In fact, it could be argued that the existence of the OECS already represents such a pattern of integration. Moreover, some Member States have expressed their intentions to explore closer forms of political integration while, at the same time, retaining their membership of the Community. Indeed, it can be argued that the process of economic integration itself can be traced to the actions of three current Member States of the Community, namely: Antigua and Barbuda, Barbados and Guyana, which in 1965 formed CARIFTA, to which other Member States subsequently acceded. There appears, therefore, to be no obstacle to the pursuit of closer forms of political integration among different groups of Member States, provided that this does not contradict the objectives of the Community or be seen as relieving Member States involved in such an arrangement from their obligations under the Treaty.

## **VI. CONCLUSION**

66. The Caribbean stands at a critical juncture in its evolution which compels it to adopt a creative, yet pragmatic, system of regional governance. Such a system of governance must be capable of supporting the wide-ranging process of economic integration as envisaged in the CSME. At the same time, it must respond to global challenges impinging on prospects for national and regional development. The decisions taken today in respect of the structure of governance therefore assume critical importance in determining the capacity of the Region to deal with the plethora of multi-faceted challenges it will continue to face.
67. In the discussions with Heads of Government, Leaders of Opposition and other persons, the TWG has been impressed by their persistent emphasis on the importance of citizen participation in the decision-making process and in the legitimisation of decisions taken in regard to the nature and pace of the integration process.
68. Viewing this process as an evolutionary one, the TWG stresses the importance of continuing interaction with stakeholders of different kinds and the formalisation of such interaction wherever possible. The purpose of this engagement would be to ensure that, in the process of globalisation that now accompanies the transition to a form of open regionalism, the people of the Community would develop a thorough understanding of the movements of the international economy as they impact on the Region. This is important for enabling the people of the Region to advance to a more mature understanding of the imperatives of increasing regional and international integration and the emerging modes of management at this stage of the integration process.

69. Given the length of time already spent on the consideration of regional governance in the Caribbean, it is recommended that a decision on the subject be adopted with a due sense of urgency. This is especially so in the context of achieving the objectives envisaged in the Revised Treaty of Chaguaramas which remain central to the survival and prosperity of the Region.

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CARICOM

**TERMS OF REFERENCE  
FOR THE  
TECHNICAL WORKING  
GROUP ON GOVERNANCE**

## TERMS OF REFERENCE (TOR) FOR THE TECHNICAL WORKING GROUP ON GOVERNANCE

- (i) **Review** the proposals from the *Rose Hall Declaration on Regional Governance (July 2003)*, taking into consideration both the philosophical and practical issues influencing the elements contained in the Declaration;
  
- (ii) **Examine** the Reports from the Prime Ministerial Exert Group and the comments on the Reports with a view to suggesting the most feasible option(s) for implementing the broad recommendations in whole or part, paying particular attention to the components of the Reports as follows:
  - (a) With respect to the establishment of the Commission -
    1. **propose** mechanisms for overcoming the possible constraints, imposed on the operationalisation of the Commission by the widespread acceptance of the principle evident in the Revised Treaty of Chaguaramas to the principle that CARICOM functions as a “Community of Sovereign States”;
    2. **establish** the basis by which the Commissioner system would co-exist with the executive responsibility for implementation that now resides in respective Cabinets and by implication, how such responsibility could/would be transferred to a Commission;
    3. **determine** more specifically the legislative interventions required to vest Commissioners with the necessary powers to effect implementation of community regulations;
    4. **take** into consideration the experiences of other Regional mechanisms with a view to fashioning a System in which the Commissioners function effectively in relation to -
      - o the Organs of the Community;

- other institutional arrangements for enhancing Governance, such as the Bureau and the Quasi Cabinet;
  - the Caribbean Community Secretariat;
  - the Secretary-General of the Caribbean Community;
5. **make a determination** on the basis of an analysis of the above issues, and advise on “what” and “how” the Commission system can contribute to more effective governance of the Community;
  6. **engage** Heads of Government as part of the process of formulating these detailed recommendations, especially those who may have anxieties about the establishment of a commission system.
- (b) With respect to automaticity in financing the New Governance arrangements -
1. **examine** the options suggested by the Sub-Committee on automatic financing of Community Institutions and recommend the most feasible option, taking into account the preferred arrangements recommended for the system of governance;
- (c) With respect to the Assembly of Caribbean Community Parliamentarians (ACCP) –
1. **make provision** for the earliest implementation of the recommendations of the Prime Ministerial Expert Group aimed at enhancing the effective functioning of this body and recommend the nature and scope of the activities of the Assembly in the immediate and medium term period, bearing in mind that its main functions are intended to be deliberative.

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**COMPOSITION OF  
TECHNICAL WORKING  
GROUP ON  
GOVERNANCE**

## COMPOSITION OF TECHNICAL WORKING GROUP ON GOVERNANCE

### Members

Professor Vaughan Lewis  
Professor  
Institute of International Relations  
UWI (St. Augustine) - **Chairman**

Professor Denis Benn  
Michael Manley Professor of Public Policy  
UWI (Mona) - **Vice-Chairman**

Ms. Angela Cropper  
President  
Cropper Foundation and former Director of Functional Cooperation,  
CARICOM Secretariat

Professor Ralph Carnegie  
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Caribbean Law Institute Centre (CLIC)  
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Ministry of Foreign Affairs  
Government of Trinidad and Tobago

Mr. Roderick Rainford  
Former Secretary-General, CARICOM

Dr. Barton Scotland  
Attorney-at-Law and former Ambassador and Legal Adviser  
Ministry of Foreign Affairs, Guyana



**CONSULTATIONS WITH  
CARICOM HEADS OF  
GOVERNMENT AND  
OTHER RELEVANT  
PERSONS**

## CONSULTATIONS

### I CONSULTATIONS WITH CARICOM HEADS OF GOVERNMENT AND OTHER RELEVANT PERSONS

<u>Antigua and Barbuda:</u>	Hon. Baldwin Spencer Prime Minister
<u>The Bahamas:</u>	Rt. Hon. Perry Christie Prime Minister
<u>Barbados:</u>	Rt. Hon. Owen S. Arthur Prime Minister
<u>Belize:</u>	Rt. Hon. Said Musa Prime Minister
<u>Dominica:</u>	Hon. Roosevelt Skerrit Prime Minister
<u>Grenada:</u>	Dr. the Rt. Hon. Keith Mitchell Prime Minister
<u>Guyana:</u>	H.E. Bharrat Jagdeo President
<u>Jamaica</u>	Most Hon. Portia Simpson Miller Prime Minister
<u>St. Kitts and Nevis:</u>	Hon. Denzil Douglas Prime Minister
<u>Saint Lucia:</u>	Dr. the Hon. Kenny D. Anthony Prime Minister
<u>St. Vincent and the Grenadines:</u>	Dr. the Hon. Ralph Gonsalves Prime Minister
<u>Suriname:</u>	H.E. Drs Runaldo Ronald Venetiaan President
<u>Trinidad and Tobago:</u>	Hon. Patrick Manning Prime Minister

## II CONSULTATIONS WITH LEADERS OF PARLIAMENTARY OPPOSITION

Dominica: Hon. Edison James

Guyana: Hon. Robert Corbin

## III CONSULTATIONS WITH ORGANISATIONS AND INDIVIDUALS

CARICOM Secretariat: Hon. Edwin Carrington, Secretary-General, CARICOM and staff

European Commission: Mr. Sipke Brouwer  
Director - DG Development

Mr. Jens Nymand Christensen  
Director, General Secretariat

Mr. John Caloghirou  
Head of Unit - DG Development

Mr. Michael Aujean  
Director - DG Taxation and Customs Union

Ms. Elisabeth Helander  
Director - DG Regional Policy

Mr. Luc Schaerlaekens  
Head of Unit  
European Anti-Fraud Unit

Mr. Johannes Jeroen Hooijer  
Head of Unit - DG Internal Market and Services

Mr. Ryan Stephen  
DG Competition

Mr. Pekka Aalto  
Member of the Legal Service

Other Relevant  
Individuals: H.E. the Most Hon. Kenneth Hall  
Governor General of Jamaica

Most Hon. Percival J. Patterson  
Former Prime Minister of Jamaica  
and Member of the Prime Ministerial  
Expert Group on Governance



# **CHART**

**ON**

# **STRUCTURE OF GOVERNANCE**

Annexe IV - Chart on Structure of Governance

