



CARICOM

DRAFT

FINAL REPORT

OF THE

TASK FORCE

ON FUNCTIONAL COOPERATION

1. EXECUTIVE SUMMARY

Functional cooperation has over the years been an important feature of the activities carried out by the Caribbean Community. In recognition of its growing importance, the CARICOM Heads of Government adopted at the Twenty-Eighth Session of their Conference held in Barbados in July, 2007, the Needham's Point Declaration on Functional Cooperation in which they expressed their determination to make functional cooperation a priority within the Community, as one of the principal means by which the benefits of the integration movement are distributed through the length and breadth of the Community, including the Associate Members and among all its people, thereby engendering a 'Community for All'. They therefore pledged to invest in functional cooperation for the further development of the human and social capital of the Region.

In order to advance the objectives of the Declaration, the Heads of Government also agreed to the appointment of a Task Force on Functional Cooperation in the Region. The Task Force, which was established in July 2007, was requested, among other things, to arrive at a consensus on the notion of functional cooperation and recommend specific areas that should form the priorities for a broader perspective of functional cooperation for all Members and Associate Members of the Community. In addition, it was requested to propose guidelines and mechanisms "to ensure that the benefits of functional cooperation are equitably distributed throughout the Community"

The Evolution of Functional Cooperation within the Community

The earliest reference to functional cooperation appears in the decisions adopted at the Seventh Meeting of the Conference of Heads of Government held in October 1972 at Chaguaramas in Trinidad and Tobago. The original Treaty of Chaguaramas which created the Caribbean Community and Common Market in 1973 identified three main objectives of the Community, namely, the economic integration of the Member States by the establishment of a Common Market regime; the coordination of foreign policy of Member States; and functional cooperation, including the efficient operation of certain common services and activities for the benefit of its people; the promotion of greater understanding among its people and the advancement of their social, cultural and technological development; and also activities in the field referred to in the relevant Articles of the Treaty. The activities referred to in Articles 4 (iii) and 18 of the Treaty are air transportation, meteorological science and hurricane insurance, health, intra-regional technical assistance, intra-regional public service management, education and training, broadcasting and information culture, harmonisation of the law and legal systems of Member States, the position of women in Caribbean society, travel within the Region, labour administration and industrial relations, technological and scientific research, social security, other common services and areas of functional cooperation as may from time to time be determined by the Conference.

The decision not only implicitly recognised a range of activities falling under functional cooperation and common services which had been carried out in the Region since the 1940s, but explicitly recognised the dynamic nature of such cooperation and the need to

identify new areas over time. Prior to the establishment of the Community, the creation of regional institutions such as the University of the West Indies and the West Indies Shipping Association is evidence of the importance of “cooperation” that was “functional”.

The Revised Treaty of Chaguaramas, which was adopted in 2001, reiterated the importance of functional cooperation as one of the main pillars of the integration movement and called for the more efficient operation of common services and activities carried out for the benefit of the people of the Community; the accelerated promotion of greater understanding among its people and the advancement of their social, cultural and technological development; and intensified activities in areas such as health, education, transportation and telecommunications.

Conceptual Clarification of Functional Cooperation

Despite the recognition of its importance, there was a tendency in the past to see functional cooperation as limited mainly to the broad area of human and social development, partly because activities in this area tended to be carried out largely under this modality. The reality, however, is that functional cooperation, which is intended to be practical and useful and also supportive of the overall objectives of the integration movement, is a cross-cutting issue which is applicable to all areas of activities carried out within the Community. It is important therefore to emphasise this point in all future definitions of the concept.

The evolution of thinking about functional cooperation is also based on the recognition that while the deepening of the integration process, as envisaged in the CARICOM Single Market and Economy (CSME), will generate many benefits for the Region, it may also involve some transitional costs to some members of the Community. Functional cooperation is therefore seen as a means of ensuring that the benefits of the Community are equitably distributed among members. This sentiment was explicitly articulated during the Twenty- Seventh Meeting of the Conference held in St. Vincent and the Grenadines in July 2006, at which the Heads of Government agreed that there was an urgency in addressing functional cooperation that paralleled developments related to trade and economic cooperation, and stated in this regard that increased attention should be paid to those issues that would enhance the welfare of citizens, including the reduction of poverty, social protection, human resource development, health and education among others.

A second consideration is that it is also necessary to develop mechanisms that would create opportunities for increased participation in the work of the Community by all Member States, including a Member State such as The Bahamas which does not participate in the CARICOM Single Market and Economy arrangements, and also the Associate Members which, it is felt, should also play a greater role in the activities undertaken by the Community. Functional cooperation is therefore seen to be an extremely useful mechanism for achieving this objective.

It should be noted that the increased emphasis placed on functional cooperation within CARICOM is paralleled to some extent by the approach adopted by the Association of South East Asian Nations (ASEAN), the European Union, the Commonwealth and the Association of Caribbean States. In the case of ASEAN, that regional Grouping has also sought to increase the profile of functional cooperation in its overall cooperation scheme in order to enable it to generate shared prosperity for all its members. As the Secretary-General of that Organisation has stated, 'functional cooperation has become a way of integrating ASEAN's political and economic goals with its social, cultural, scientific, technological and environmental objectives'.

This Report seeks to address the notion of functional as applied to cooperation in an attempt to conceptualise a role that is more in keeping with the desire of the *Needham's Point Declaration* for an entity that serves to make CARICOM a genuine "Community for All." In this regard, functional cooperation is essential for the optimal performance of the community. It *supports and facilitates* all aspects of the community's work, including the economic, and serves to enhance the possibility of that work contributing to the well-being of the community, the spirit of identity and the building of solidarity. It is a specific form of cooperation with clearly defined objectives, instruments and approaches through which it can be made operational. In this regard it shifts the emphasis elaborated in the Treaty of Chaguaramus from a "pillar" to a mode of cooperation that strengthens the economic integration process as well as aspects of well-being for the nations of the Community that are not addressed through distinctly economic progress.

Recommendation 1

Functional Cooperation is defined as a cross-cutting element and a driver of regional integration for development. It is a mode of cooperation that may encompass or incorporate certain activities carried out specifically to support economic, social, foreign policy and security objectives of the community.

Cooperating Entities

Two main actors, namely, the individual Member Governments and the various regional institutions will be responsible for carrying out the bulk of functional cooperation activities. However, cooperation should also be encouraged between government and non-government actors. In the past, emphasis has been placed to a large extent on cooperation among governments, thus ignoring the capacities which exist in important non-governmental agencies. Greater emphasis will therefore need to be placed in the future on cooperation with private sector entities and the various civil society organisations.

An effort should also be made to analyse, document and publicise the scope of the cooperation carried out by the various entities active in the field of functional cooperation and the benefits which accrue to the people of the Region as a result of such activities.

Recommendation 2

Regional institutions have played, and must continue to play, an important role in such cooperation in their respective fields of competence. In order to support an effective programme of functional cooperation, the CARICOM Secretariat should cooperate with all relevant entities and should seek to facilitate cooperation among them. More importantly, the Secretariat should be assigned the responsibility to monitor and evaluate functional cooperation activities carried out in the Region with a view to ensuring the optimal implementation of such activities.

Types of Functional Cooperation

Functional cooperation can take place with varying degrees of intensity within the Community. The following is an illustrative list of various types of activities that can be undertaken:

- (a) Meetings and other forms of interaction aimed at arriving at decisions regarding the planning and implementation of shared services or other regional activities (an example of the most basic form of cooperation);
- (b) Coordination of the actions of individual Member States so that after agreement is reached on general principles, individual Member States may proceed to apply them on a bilateral basis, as was the case with the various Bilateral Trade Agreements concluded by CARICOM Member States during the 1980s;
- (c) Unified action that goes beyond the adoption of common principles that may be applied at the level of individual Member States, as in the case of CARIBCAN and the CARICOM/Venezuela Agreement; and
- (d) Creation of a single policy space (short of political and economic integration) that may be managed supra-nationally, as in the case of the Caribbean Court of Justice (CCJ).

Recommendation 3

In order for functional cooperation to permeate all aspects of the work of the Community and to be experienced by all its citizens, it will be necessary to implement specific projects that have definable goals and measurable objectives. It will also be important to establish priorities for the implementation of the various projects, bearing in mind existing resource constraints.

Modalities of Functional Cooperation

Since the cooperating entities involved in functional cooperation should have a clear understanding of the modalities of such cooperation, it is useful to outline some approaches that are considered to be essential features of the projects to be implemented. The development of these modalities or approaches of functional cooperation is based on the thesis that functional cooperation will imply activities among Member States, among the institutions themselves, between institutions and Member States and between the CARICOM Secretariat and Member States. The four main approaches are :

(a) **Sharing Policies and Programmes**

The sharing and adoption of common policies have been an important formula for ensuring the success of functional cooperation. The Caribbean Examinations Council (CXC) is an outstanding example of this approach.

(b) **Dissemination of Information**

The dissemination of relevant data and other information on the Caribbean to the people of the Region should be an important objective of functional cooperation since it will provide a better understanding of the achievements of the Community and give an indication of its impact on the lives of the people of the Region. An essential prerequisite is increased cooperation among Member Governments and regional institutions in order to establish reliable systems for data collection and dissemination. Given the availability of modern technology, this can be accomplished without the need to create excessive institutional capacity.

(c) **Human Resource Development**

Cooperation in this area through the University of the West Indies has been a notable success. However, given the need to develop an efficient knowledge-based society capable of competing in a dynamic and rapidly changing global system, continued emphasis will need to be placed on the development of the human resources of the Region.

(d) **Monitoring and Evaluation**

Monitoring and evaluation are critical to the successful implementation of programmes of functional cooperation, since effective monitoring can provide a basis for corrective action to be taken to adjust projects to changing realities. In addition, in-depth evaluations of programmes and projects can provide important lessons to guide the design and implementation of future programmes and projects.

Recommendation 4:

The four main approaches to functional cooperation – sharing policies and programmes, dissemination of information, development of human resources, and monitoring and evaluation – should find a place in the Community’s work and various domains should employ all of these approaches individually or in combination.

The Pivotal Role of Regional Institutions

Regional Institutions play a pivotal role, individually and collectively, in advancing the goals of functional cooperation. In the execution of their respective roles, they assist the Community in pooling resources and benefiting from the expertise available in specific areas such as disaster management, climate change, crime and security, food and nutrition, agricultural research, meteorology, health, education, transportation and other services. If properly streamlined, these institutions can and ought to play an even more critical role in advancing functional cooperation within the Community.

Recommendation 5

The structure and role of Regional Institutions within the Community should be clearly identified, as well as the way in which they may be effectively organised to deliver functional cooperation as a series of activities with widespread benefits to all Member States, including Associate Members and all other groups within the Community.

Non-Governmental Organisations

NGOs are accorded a different status from that of regional institutions within the Community System. Whereas regional institutions are automatically attached to one or more of the main Councils of the Community and collaborate formally with programmes and projects of the various Directorates or Units of the CARICOM Secretariat, the relationship between NGOs and the Organs of the Community are mainly informal and/or *ad hoc*.

Recommendation 6

The informal and formal attachment of NGOs to the organs of the Community should be streamlined, through for example the Council on Civil Society This would assist in bringing some order to their engagement in the Community while at the same time allowing for the flexibility of these arrangements, tapping their expertise and engaging them in functional cooperation on a mutually beneficial basis.

Applications of Functional Cooperation for the benefit of Non-CARICOM Single Market (CSM) Member States

The Treaty of Chaguaramas specifically linked the enhancement of functional cooperation to efficient operation of common approaches for the benefit of all people in the Community; the promotion of greater understanding among people, the advancement of social, cultural and technological development, and the intensification of activities in areas such as health, education, sports and social security institutions and facilities.

The Report identified the benefits to both CSM and Non-CSM that have been derived from functional cooperation in the areas of Health and Medical Research, Education and Training and Security and recommended the need for an evaluation of all functional cooperation areas such as transportation, tourism, ICT for development and culture among others. The application of functional cooperation in these areas is of specific relevance to the Non-CSM Members of the Community and provision should be made to ensure that mechanisms are put in place to guarantee that benefits accrue to these States and are sustained.

Already there are examples of activities and mechanisms such as the Caribbean Vocational Qualification (CVQ) administered through the Caribbean Association of National Training Agencies (CANTA) to facilitate the transferability of skills training certification throughout the Region. The Caribbean Knowledge and Learning Network (CKLN) is another mechanism that is aimed at strengthening tertiary institutions, by fostering specialisation and sharing of knowledge to facilitate the convergence of fragmented regional and international initiatives. In so doing, CKLN will contribute to the maximization of the results in tertiary and distance education throughout the entire Region. Functional Cooperation in Tourism is predicated on the practice of sharing information and adopting procedures for destination-sharing, as well as the sharing of best practices in the industry.

Recommendation 7

A method of analyzing the benefits of functional cooperation in the various domains and for issuing annual Reports to the Heads of Government and through them to the public should be developed and standardized.

Coordinating Mechanisms for Regional Institutions and Functional Cooperation

The Caribbean Community (CARICOM) Secretariat can play a pivotal role in anchoring the mechanism for sharing information and, where necessary, coordinating the activities of the regional institutions thereby contributing to the reduction of duplication and fostering harmonisation of activities. The decision of the Special Meeting of the COHSOD on Health (June 2007) ratified by Heads of Government (June 2007) to consolidate the regional health institutions – Caribbean Epidemiology Centre (CAREC), Caribbean Disaster Emergency Response Agency (CDERA), Caribbean Environmental

Health Institute (CEHI), Caribbean Food and Nutrition Institute (CFNI), Caribbean Health Research Council (CHRC) and Caribbean Regional Drug Testing Laboratory (CRDTL) - into one umbrella regional public health agency to be coordinated by the CARICOM Secretariat, is an example.

The Office of the Secretary- General should therefore be designated as the focal point for coordinating the Institutions and streamlining their functional corporation activities by ensuring access of the regional Institutions to the various Councils of the Community; systematising the relations between and among the Institutions and the core functions of the CARICOM Secretariat; regularizing the relations between the respective institutions and the CARICOM Secretariat, thereby applying the modalities of functional cooperation to achieve the goals of a Community for All.

Within the CARICOM Secretariat, functional cooperation should have its own identity as a Unit within the Office of the Secretary-General. The idea of a separate directorate of Functional Cooperation does not accord with the cross-cutting role of functional cooperation being advocated by the Task Force. Similarly, the impact of functional cooperation should be monitored and evaluated. The CARICOM Secretariat is building an in-house monitoring and evaluation capability. While the ultimate responsibility for this function could rest within the Secretariat, it could utilize these services or it may be out-sourced to organisations/institutions with the requisite expertise to assist in carrying out this responsibility.

Recommendation 8

The CARICOM Secretariat should serve as the conduit for transmitting the functional cooperation outputs of regional institutions to Heads of Government through the mechanisms at its disposal including the Bureau of Heads of Government, the Quasi Cabinet and ultimately, the Conference. In addition, monitoring and evaluation must be part of the culture of the Community. In this regard, periodic reviews of the contribution of functional cooperation to the achievement of the objectives of the Community should be conducted.

Information, Education and Communication (IEC)

Information, Education and Communications (IEC) services are critical to increasing the effectiveness of functional cooperation. They contribute to elevating Community policies and practices over time through knowledge management and minimizing the time lag between official decisions taken and their transmission to people. IEC must aim to engage relevant stakeholders, both CSME and Non CSME Members, in the formulation and implementation of Community programmes which establish functional cooperation as a driver of the integration process

Recommendation 9

An IEC programme should be developed geared at ensuring communication among actors and agencies involved in making possible the various forms of cooperation that would facilitate the implementation of the Community objectives and convey and represent progress being made within the regional to extra regional collaborators

Implementing the New Regional Agenda on Functional Cooperation

The Task Force on Functional Cooperation, having examined the major issues related to its mandate captured in this Report, hereby submits for consideration what it believes to be areas for immediate action and those that specifically require the intervention at the level of Heads of Government.

Immediate Actions

1. The Prime Ministerial Sub-Committee is to provide guidance to, and oversight of the developments of domains of functional cooperation.
2. Approval should be sought for the conceptual clarification of functional cooperation and for the application of the approaches to functional cooperation to all aspects of the work of the Community and which contribute to the well-being of the community.
3. A focal point should be identified within the CARICOM Secretariat for functional cooperation activities with responsibility for providing leadership, coordination, reporting and generally increasing awareness of the scope and impact of functional cooperation in the Community.
4. The meetings of the Heads of Caribbean Community Institutions should be institutionalized as a mechanism for fostering greater collaboration and understanding and advancement of functional cooperation in the Community.
5. An Information, Education and Communication (IEC) programme should be designed to increase awareness and acceptance of the importance and necessity for functional cooperation priorities among the various stakeholders and the public.

ACTIONS FOR HEADS OF GOVERNMENT

- The concept and formulation of functional cooperation, set out in the Report, should be accepted.
- The Treaty of Chaguaramas should be revised in order to give effect to this new concept by:

- Accepting that functional cooperation is not one of the ‘pillars’ of the Community, but is a form of cooperation that is applicable in all of the domains of the Community’s work;
 - Establishing “human development” as a ‘pillar’ of the Community’s work that encompasses within it many of the areas previously deemed to be functional.
- Action should be taken at the national level, as required in the Needham’s Point Declaration, to ensure the capacity of the designated CARICOM Ambassador to monitor the functional cooperation activities of local institutions;
 - The results of the functional cooperation should be publicized nationally;
 - The urgency of establishing in the Community the IEC services for informing the Caribbean citizens more directly of the work of the Community and particularly the functional cooperation activities should be accepted;
 - Approval should be given to the structural changes in the Caribbean Community Secretariat consequent on the adoption of the above and such as would make it possible to capture and report the extent of the functional cooperation taking place in the Community;
 - Strenuous efforts should be made to ensure that the work of the Caribbean Community Secretariat in all its spheres reflects this conceptual shift in the meaning and operationalisation of functional cooperation.

2. BACKGROUND

Functional cooperation has always been recognised as an important aspect of the work of the Community and, indeed, a major responsibility of the Secretariat, both in terms of cooperating with Member States as well as facilitating cooperation among them. The view has been expressed that functional cooperation has been yielding significant benefits to the Community.

“Indeed, the strength of CARIFTA and CARICOM is attributed to the success of their programmes of functional cooperation long before their economic programmes yielded positive results”¹

However, in the recent past, especially after the Tenth Meeting of the Conference of Heads of Government in 1989 which adopted the *Grand Anse Declaration*, much of the effort of the Community has been directed towards the major challenge of implementing the CSME. It is partly because of a perception that the full value of functional cooperation was not being appreciated that there has been an effort to examine more closely the present situation, as well as future prospects of functional cooperation. This perception of the need to refocus functional cooperation has been expressed in various fora and, more recently,

¹ Greene, E. Striving toward a reconfiguration of a rational community through shared sovereignty. In Caribbean imperatives. Regional governance and integrated development. Eds Kenneth Hall and Denis Benn. Ian Randle Publishers. Kingston, Miami.

Former Prime Minister Owen Arthur commented as follows:

“To support the operation of the CSME, a purely economic approach to integration should not be pursued. There is need for a regional programme of functional cooperation across all social, cultural and environmental fields, to be conceived and implemented to constitute the social and institutional capital to provide vitality and essential support for the economic process contemplated under the CSME”²

The Twenty-Seventh Meeting of the Conference of Heads of Government (July 2006):

Agreed that there is urgency in addressing functional cooperation that parallels developments related to trade and economic cooperation and, in this regard, attention should be paid to those issues that would increase the welfare of citizens, including the reduction of poverty, social protection, human resource development, health and education, among others;

Also agreed to the establishment of a Task Force to review the status of functional cooperation and make recommendations on the most appropriate mechanisms to enhance skills and capabilities and the general quality of life of Caribbean citizens, thereby making the CSME more viable.”

Needham’s Point Declaration

The importance of functional cooperation was further stressed by the Needham’s Point Declaration on Functional Cooperation issued at the Twenty-Eighth Meeting of the Conference of Heads of Government. The Declaration which is attached as an Appendix, emphasized again that the whole purpose of the integration process and all that contributed to it was the wellbeing of the Caribbean citizens. It made appropriate reference to the place of functional cooperation in the Revised Treaty of Chaguaramas and noted that it had yielded significant benefits in several spheres of the Community’s work. It conceived functional cooperation as:

the body of actions and activities that integrate the Community’s political, economic, security and social policy goals with its cultural, scientific, technological and environmental objectives, offers great opportunities for the future and therefore must permeate the work of every council and institution of the Community and in this regard, contribute to the increase in the welfare and security of the Community’s citizens;”

² Arthur, O. The Caribbean Single Market and Economy- a Historic Necessity. Lecture to the Library of Congress. Washington DC. June 18,2007

The Heads of Government declared themselves fully committed to functional cooperation and mandated the constitution of the Task Force which would report to the next Meeting of the Conference. The Heads of Government cited some 13 areas in which they saw functional cooperation as being particularly relevant.

This *Declaration* is important in that it emphasises the pivotal role of functional cooperation in ensuring that the benefits of the collective efforts of the Community should be made available to all the people of the Caribbean. The accent on “all” is critical, since it makes the point that even those countries which are not signatories to the CSME, and the Associate Members must be made to feel and appreciate the benefits of belonging to the Community. It is seen as a means of strengthening the spirit of Community throughout the Caribbean.

3. THE TASK FORCE ON FUNCTIONAL COOPERATION

The Task Force, as mandated by the Heads of Government, was established in July 2007 with the following terms of reference:

Paying attention to the issues emanating from the Declaration on Functional Cooperation at the Twenty-Eighth Meeting of the Conference of CARICOM Heads of Government, the Task Force on Functional Cooperation is expected to undertake the following tasks:

- 1. Agree on a broad consensus on the nature of functional cooperation and expand its operational elements to include all Members and Associate Members of the Caribbean Community;*
- 2. Review the status of Functional Cooperation in the Caribbean Community;*
- 3. Recommend specific areas that should form the priorities for a broader perspective of functional cooperation for all Members and Associate Members of the Community;*
- 4. Propose guidelines and mechanisms to ensure that the benefits of Functional Cooperation are equitably distributed throughout the Community.*

In undertaking its work, the Task Force would take into consideration:

- (i) the Treaty of Chaguaramas and other official documents on Functional Cooperation to the Twenty-Eighth Meeting of the Conference;*
- (ii) the Declaration on Functional Cooperation;*
- (iii) the Instruments of Association of the Associate Members;*
- (iv) the agreements pertaining to the CARICOM Institutions; and*
- (v) any other information based on interviews, reports and commentaries on the subject area.*

4. DESCRIPTIONS AND DEFINITIONS OF FUNCTIONAL COOPERATION

Functional cooperation has often been described in terms of activities that are distinct from the economic and political activities of CARICOM. Until recently, it has been more commonly described in terms of its standing in relation to other objectives of the Community as though it were a practice or programme separate and distinct from others. Thus, the Treaty of Chaguaramas which established the Caribbean Community on 4 July 1973, stated in Article 4 that the Objectives of the Treaty were:

- a) *the economic integration of the Member States by the establishment of a common market regime (hereinafter referred to as "the common market") in accordance with the provisions of the Annex to this Treaty;*
- b) *the coordination of the foreign policies of the Member States and*
- c) *functional cooperation, including*
 - 1) *the efficient operation of certain common services and activities for the benefit of its peoples.*
 - 2) *the promotion of greater understanding among its peoples and the advancement of their social, cultural and technological development.*
 - 3) *activities in the fields specified in the Schedule and referred to in Article 18 of this Treaty."*

Article 18 on Functional Cooperation States

"Without prejudice to the requirements of any provision of this Treaty, Member States, in furtherance of the objectives set out in Article 4 of this Treaty, undertake to make every effort to cooperate in the areas set out in the Schedule to this Treaty."

The areas of functional cooperation referred to in Article 4 (c) (iii) and 18 of the Treaty are:

Shipping, air transport, meteorological services and hurricane insurance, health, intra-regional technical assistance, intra-regional public service arrangements, education and training, broadcasting and information, culture, harmonisation of the law and legal systems of Member States, position of women in Caribbean society, travel within the region, labour administration and industrial relations, technological and scientific research, social security other common services and areas of functional cooperation as may from time to time be determined by the Conference.

Common services and functional cooperation were seen as almost separate from other areas in the Treaty. Some of the early thinking about functional cooperation appeared to make a distinction between functional cooperation as a specific set of activities and the other two main “pillars” of the Community. Indeed, William Demas one of the architects of the Chaguaramas Treaty and the first Secretary- General of CARICOM was clear on this distinction. He wrote:

“CARICOM’s common services and functional cooperation are in many non-economic fields, such as education, examinations, health, culture...and enhancing the role and status of women in Caribbean society....These are often played down, but they are essential...Where there are no common services, there is extensive cross-fertilization and useful exchanges of views and experiences, resulting often in common approaches which have been originally implemented by one or two member states”.

As will be seen subsequently, the conceptualization of functional cooperation has advanced considerably beyond this. The Treaty of Chaguaramas was revised in 2001³ and the Preamble recalled the:

“Declaration of Grand Anse and other decisions of the Conference of Heads of Government, in particular, the commitment to deepening regional economic integration through the establishment of the CARICOM Single Market and Economy (CSME) in order to achieve sustained economic development based on international competitiveness, coordinated economic and foreign policies, functional cooperation and enhanced trade and economic relations with third States”.

Article 6 expanded on the original Objectives of the Community as set out in 1973. There were now nine objectives instead of three. Seven of these amplified the first objective of 1973 related to economic integration, one was “enhanced co-ordination of Member States, foreign and (foreign) economic policies” and functional cooperation was cited in language very similar to that of the 1973 Treaty as follows:

“(i) enhanced functional co-operation including-

- (1) more efficient operation of common services and activities for the benefit of its peoples;*
- (2) accelerated promotion of greater understanding among its peoples and the advancement of their social, cultural and technological development;*
- (3) intensified activities in areas such as health, education, transportation, telecommunications.”*

³ CARICOM. Revised Treaty of Chaguaramas establishing the Caribbean Community including the CARICOM Single Market and Economy. Signed by Heads of Government of the Caribbean Community on 5 July 2001 at their Twenty-Second Meeting in Nassau, The Bahamas.

The accepted position has been that the Community has three co-equal pillars, viz., economic development, foreign policy coordination and functional cooperation. More-recently, it has been recommended that security be added as a fourth pillar of the Community. The institutional organization of the CARICOM Secretariat reinforced the concept of functional cooperation being an area that is different from economic development and foreign policy coordination. Following its identification by Heads of Government in 1972 as one of the three pillars of regional integration, the areas within it were placed under the supervision of the Deputy Secretary-General in the CARICOM Secretariat. These areas were consolidated into a Division under the supervision of a Director, Functional Cooperation in 1979. Oversight responsibility was assigned to a separate Ministerial Council.

5. EVOLUTION OF THE CONCEPT OF FUNCTIONAL COOPERATION IN THE CARIBBEAN

As an interesting historical point in the evolution of thinking in the Caribbean, one should note the appearance of the concept of “functional” in the transition from CARIFTA to CARICOM. Article 2 of the Dickenson Bay Agreement sets out the objectives of the Association thus:

“The objectives of the Association shall be:

- a) to promote the expansion and diversification of trade in the area of the Association;*
- b) to secure that trade between member territories takes place in conditions of fair competition;*
- c) to encourage the progressive development of the economies of the Area;*
- d) to foster the harmonious development of Caribbean trade and its liberalization by the removal of barriers to it.”*

The Agreement between the joining states was purely and simply about trade and although it was lauded as a tentative step forward in regional collaboration, there was no pretence of any spirit of a community. This concept of community was introduced at Chaguaramas and indeed, for a few years after Chaguaramas, it was not uncommon to hear reference to a Free Trade Area and Community.

The earliest reference to the term “functional cooperation” is found in the decision of the Seventh Meeting of the Conference of Heads of Government in October 1972 (in Chaguaramas) to create a Caribbean Community with three areas of activity, namely, (a) Economic Integration through the Caribbean Common Market; (b) Common Services and Functional Cooperation; and (c) the Coordination of Foreign Policy among independent countries. Heads of Government clearly defined the second sphere of

activities as something that had been going on and expanding since the end of the West Indies Federation in 1962 – the operation of common services such as the University of the West Indies and the West Indies Shipping Service, and cooperation in the non-economic areas such as health, education, broadcasting, information, meteorology, etc. The Conference further concluded that *“over time the range of common services and functional cooperation will no doubt be extended on the basis of unanimous decisions of the Heads of Government Conference. For example, it appears likely that regional cooperation in crime prevention and detention will be next on the list”*⁴.

6. FUNCTIONAL COOPERATION IN OTHER REGIONS

Functional cooperation here is embedded in regionalism and the examples given come from some of the regional groupings which have practiced and written about it.

Association of South-East Asian Nations (ASEAN).

The ASEAN experience in functional cooperation has developed in a manner similar to CARICOM and represents the best documented example of functional cooperation as an aspect of regionalism in a geographical area that is progressing towards stronger regional integration. The South East Asia Region, like the Caribbean, includes states of differing sizes and levels of development that have had to seek a response to the consequences of globalisation.

In 1967, five countries (Indonesia, Malaysia, the Philippines, Singapore and Thailand) met in Bangkok and formed the Association of South East Asian Nations (ASEAN). In the Declaration of Bangkok⁵ the five were *“convinced of the need to strengthen further the existing bonds of regional solidarity and cooperation”* and desired to *“establish a firm foundation for common action to promote regional cooperation in South-East Asia in the spirit of equality and partnership and thereby contribute towards peace, progress and prosperity in the region”*

The original purposes of ASEAN as set out in this *Declaration* were essentially:

- to accelerate the economic growth, social progress and cultural development in the region;
- to promote active collaboration and mutual assistance on matters of common interest in the economic, social, cultural, technical, scientific and administrative fields;
- to provide assistance to each other in the form of training and research facilities in the educational, professional, technical and administrative spheres.

Twenty years after its formation, the countries declared that ASEAN functional cooperation should promote increased awareness of ASEAN, wider involvement and

⁴ Caribbean Community Secretariat. **The Caribbean Community: A Guide**, Georgetown, 1972

⁵ The ASEAN Declaration (Bangkok Declaration) <http://www.aseansec.org/1212.htm> Accessed 11/29/2007

increased participation and cooperation by the peoples of ASEAN, and development of human resources. The concept of functional cooperation as contributing to some greater good has been captured by an analysis of ASEAN made by Japan in 2004. It stressed that the idea of building a community was inspired by the progress of functional cooperation in the region⁶. Functional cooperation was a critical instrument for community-building as it “*accommodated the diversity of the region in which application of unified rules and establishment of region-wide mechanisms are less feasible in comparison to other regions*”. In addition, functional cooperation did not lead to constraints on sovereignty which no country in the Region was ready to accept. Functional cooperation would contribute maximally to community-building by the spread of regional cooperation networks, facilitating closer interdependence among countries and would also provide opportunities for people-to-people contacts.

European Union

Regional activities have evolved over time from the rather thematic and pragmatic perspective to a more economic one and recently, to include also a political dimension⁷. Until the end of the 1980s, after the European Single Act of 1986 advanced the process further by creating a single market and when the Treaty of the European Union (Maastricht Treaty) 1992 created a three pillar structure – European Economic Community, Community and Foreign Security Policy, and Justice and Home Affairs - many regional cooperation activities could be referred to as “functional co-operation”. This reflects the fact that there are many important issues which are cross-border by nature: the fight against desertification; animal health; sustainable management of wild life; exploitation of shared resources such as river basins; and last, but not least, the development of transport and communication infrastructure. It is important to note that this focus was on the cooperation of the EU with others and not specifically related to the intra-European cooperation, which has seen its progression and retrogression and whose recent focus has been mainly economic.

The Commonwealth Secretariat

The Secretariat maintains an active programme which it designates functional cooperation, whose genesis goes back to the establishment of a mechanism for assisting the less developed countries of the Commonwealth to address their many non-political problems. This programme is the main call on the Commonwealth Fund for Technical Cooperation. But it is clear that it is a programme of pure technical assistance from the Secretariat itself or organised by it primarily, if not exclusively, for the benefit of the developing countries of the Commonwealth. The report on Commonwealth Functional Cooperation to the recent Commonwealth Heads of Government Meeting in Kampala, Uganda describes activities of technical assistance in 32 areas that range

⁶ Issue papers prepared by the Government of Japan, 25 June 2004 mofa.go.jp/region/asia-paci/issue.pdf
Accessed 12/4/2007

⁷ Nielsen, P. Rediscovering the regional dimension in development cooperation today. Lecture by Poul Nielsen, Commissioner for Development. London School of Economics, 7 February, 2001
http://ec.europa.eu/archives/commission_1999_2004/nielsen/speeches/20010207_en.htm. Accessed 12/3/2007

from “Small Arms and Light Weapons” through “Human Rights”, “International Trade Negotiations” to “Gender”, “Health” and “Education”. The areas of assistance seem to be driven by the requests from the developing countries for expertise in these varied areas.

The Association of Caribbean States (ACS)

Norman Girvan examines the case of the ACS in terms of regional cooperation and economic governance and describes clearly the evolution of thinking as regards the use of functional cooperation in that organisation.⁸ The interest of the larger states such as Colombia, Mexico, and Venezuela was originally the creation of an economic space in the wider Caribbean. However, in relation to the CARICOM countries, he posits that *“small countries stand to derive greater benefits from the extra-regional/functional cooperation aspects of regionalism vis-à-vis the intraregional/economic aspects, compared to larger countries”*. In support of this, he points out that CARICOM had been more successful in functional cooperation than in the economic aspects, especially as far as intra-regional trade is concerned. But the most revealing aspect of Girvan’s analysis is the appreciation that eight years after its inception, the reality of the work of the ACS was now different. He says:

*“a close analysis of its nature and work programme leads to the conclusion that it is in essence a system of functional cooperation containing both intra-regional and extra-regional elements and **addressing both economic and non-economic subject areas.**”⁹*

He goes on to show that functional cooperation complements and facilitates existing integration processes. Girvan is perhaps the first in the Caribbean to put forward so clearly the view that functional cooperation is not a stand-alone aspect of the Community’s work but is operative in all areas and embraces the economic as well as the non-economic aspects of integration. In his report on a Single Economy and Single Development Vision,¹⁰ he repeats the concept by saying:

“Functional Cooperation in the economic field has a direct economic benefit in helping to realize the potential of market integration. In social, political and environmental matters, functional cooperation supports economic development by improving labour productivity, systemic competitiveness and sustainability. Just as important, functional cooperation speaks to other aspects of development, helping to provide integration with a ‘human face’ and facilitating broad stakeholder involvement”.

⁸ Girvan, N. Regional co-operation and economic governance: the case of the Association of Caribbean States (ACS) in Governance in the age of globalization. Caribbean Perspectives. Eds. Denis Benn and Kenneth Hall. Ian Randle Publishers, Kingston, Miami, 2003

⁹ This may be due to the specific decision by the Member States that the ACS would be confined to functional cooperation and not include economic integration as in the case of CARICOM

¹⁰ Girvan, N. Towards a Single Economy and Single Development Vision. October 26, CARICOM

7. CLARIFICATION OF THE NATURE OF FUNCTIONAL COOPERATION IN CARICOM

This section addresses the notion of “functional” as applied to cooperation in an attempt to conceptualise a role that is more in keeping with the desire of the *Needham’s Point Declaration* for an entity that serves to make CARICOM a genuine “Community for All”.

Although the intellectual genesis of the concept of functional as applied to cooperation here might possibly be traced back to sociological theories of functionalism advanced by Emile Durkheim and others, the Task Force was of the view that it was not pertinent to its mandate to elaborate the precise nature of this relationship further¹¹.

However, the Caribbean Community can be regarded as an open system, which perhaps has not matured to its fullest and its behaviour will follow that of any open social system for which there are functional prerequisites for the efficient operation of the system. Sociologists have all debated the importance or relevance of the functionality of the various parts of a system, but there is agreement that these parts are essential for its optimal functioning. There is also consensus that there is not necessarily indispensability of one of the parts or social practices and other parts may fulfill the functional role of another.

What is being proposed for functional cooperation in the Community is that the cooperation is essential for the optimum functioning of the Community; it is purposive and dynamic in that it is directed specifically to the maintenance and development of the integration movement. It is critical for the maturation of the Community as a cooperation enterprise. This concept of functional cooperation has been applied to the cooperation extended by the European Union to those European countries outside the Union¹² and would not be dissimilar to the proposal in CARICOM that functional cooperation should be an element that draws the countries which are not Members of the CSME or the Associate Members into the fold of the Community and have them identify with the broad vision of a “Community For All”. But it is important to emphasise that it is not intrinsic, but extrinsic to the system. It is an essential extrinsic input into the system, thus the concept of functional cooperation being proposed would have the characteristics identified below:

Characteristics of functional cooperation

- It is applicable to all aspects of the Community’s work, including the economic and serves to enhance the possibility of that work contributing to the identity and well-being of the Community;

¹¹ See George Alleyne, “Philosophical perspectives on Functional Cooperation”, January 2008

¹² Van Meurs, W. The next Europe: South-eastern Europe after Thessaloniki. South-East Europe review 3/2003 S 9-16

- It is functional in that it is essential for the optimum operation of the Community;
- It contributes to the increased participation in the work of the Community for all Member States including those which do not participate in the CSME arrangements and also the Associate Members, which it is felt should play a greater role in the activities undertaken by the Community;
- It contributes to equitable sharing of the benefits within the Community;
- It contributes to the spirit of identity of the community and building the notion of solidarity;
- It is a specific form of cooperation that can be defined with clarity as to its objectives, the instruments and approaches through which it can be made operational;
- It will be expressed through a range of approaches, although not every approach will be used or operative for every functional cooperation initiative.

In this context, it should be noted that the Task Force, at its first meeting had established that:

“Functional Cooperation must not be confined to specific sectoral areas, must underpin all activities aimed at integration and must therefore be seen as cutting across all sectors”

The logic of the above would be to propose that the areas previously deemed as “functional” be grouped, or at least the majority of them, under one heading - Human and Social Development - and that this become one of the pillars of the Community.

However, it is absolutely critical to point out, at least from the aspect of historical accuracy, that functional cooperation has existed for some time outside of the traditional “cooperation areas” as outlined in the Treaty of Chaguaramas. Roderick Rainford, former Secretary-General of CARICOM, points out several examples that would have fallen within the economic sphere¹³. There was, for example, a “Customs Committee” in which the Customs officials of Member States met to exchange information which was critical for facilitating trade in the Common Market. This grouping would have been open to all Members of the Community, irrespective of whether they were participants in the Common Market and the activities that emanated from this body in the areas such as training and the modernisation of classification systems would have benefited all Members. The meetings and exchanges among Central Banks would also fall into this category.

Forms of Work and Cooperation

Functional cooperation may occur with varying degrees of intensity in the Community and some of these may be described as follows:

¹³ Rainford R. Personal communication

- (a) Meetings and interactions for arriving at decisions on sharing and implementing shared services or other regional activities (as the most elemental form);
- (b) Coordination of actions of individual Member States, so that after agreement is reached on regional principles, individual countries may proceed to apply them on a bilateral level, as was the case with the Bilateral Trade Agreements of the 1980s;
- (c) Unified action, that goes beyond common principles that may be applied at the individual Member State level, as in the case of CARIBCAN and the CARICOM/Venezuela Agreement;
- (d) Creation of a single policy space (short of economic and political integration) that may be managed in a supra-national way e.g. The Caribbean Court of Justice (CCJ).

If cooperation is to be genuinely functional and is to reach into every part of the Community and be felt by citizens, it has to be based in specific projects that have definable goals and measurable objectives. It is obvious that there must be prioritisation of these areas of interest and the necessary projects, given the ever present resource scarcity. But within these projects the cooperating entities must have a clear understanding of the modalities of that cooperation. Thus, it is useful to outline the various approaches that are the essential features of all the cooperation projects to be undertaken. This set of approaches has been established by an examination of the many successful examples of functional cooperation such as were presented to the Twenty-Eighth Meeting of the Conference of Heads of Government.

8. MODALITIES/APPROACHES OF FUNCTIONAL COOPERATION

The development of these modalities or approaches of functional cooperation is based on the thesis that functional cooperation implies cooperation activities among Member States among the institutions themselves, from institutions and Member States and also between the CARICOM Secretariat and Member States as well. It may very well be possible to develop an alternative taxonomy, but the approaches given below would represent the main ones that find a place in the Community's work. The important point to be made is that most, if not all, successful functional cooperation in the various domains will have employed all or some of these approaches individually or in combination.

The description will be accompanied by examples of the cooperation that has taken place or might take place in the areas of work or domains that have been established as important for the Caribbean.

It was agreed that four approaches merited consideration:

- Development and sharing of policies and programmes;
- Dissemination of information;
- Human resource development; and
- Monitoring and evaluation.

Development and sharing of Policies and Programmes

In the application of this approach, the first steps are the definition of the common outcome or benefit desired and the identification of the mechanisms to develop the policies and programmes. The outcome or benefit will be specific to the area or domain of the Community's work and will obviously vary from domain to domain. The process through which the Community arrives at these common policies and programmes will involve firstly, the technical work to determine the feasibility of a collective approach and then the imprimatur of the political level. The value of this approach can be seen by examining some specific domains.

Perhaps some of the best examples are to be found in the field of health. Sharing policies and programmes in this area is made more relevant because of the risk that all countries share, especially in disease control. The greater the degree of such risk-sharing, the greater the need for this modality of functional cooperation. Cooperation in health has a long history in the Caribbean, but the most relevant recent structure is the Caribbean Cooperation in Health Initiative (CCHI) which was begun in 1987 and has had at least three iterations since then. The main thrust of this is to find areas in health that lend themselves to the development of common policies and then, common programmes which, although executed at the individual country level contribute to a Caribbean public good. A classic example of this would be the immunisation programmes in the Caribbean which have been successful because Member Countries agreed on the common policy as regards vaccination and then implemented the necessary programmes, simultaneously. One reason for the success of this approach with obvious benefit to all the children of the Caribbean has been the preliminary technical work at the Caribbean level by the appropriate technical committees, as mentioned above, with subsequent endorsement by the political level at Ministerial Meetings.

The role of the Secretariat in facilitating this approach to functional cooperation has been critical in that it has often joined with a major technical agency such as the Pan American Health Organisation (PAHO) to provide the support for countries to come together to establish the technical basis, debate the merits of one or other policy or programme and arrive at a consensus as to what was optimum for the Caribbean. Mechanisms for information exchange among the Member States are critical to facilitate this form of cooperation. The CCH was not the first area in which common health policies were developed, as the common approach was used in developing the Strategy and Plan of Action to Combat Gastro-Enteritis and Malnutrition. (SPACGEM). This was in great measure responsible for the reduction in infant mortality during the decades of the sixties and seventies.

CDERA represents another good example of a Caribbean institution cooperating with Member States to develop and share policies and programmes, in this case in the field of disaster preparedness.

The successful Caribbean Examination Council (CXC) represents another example of developing shared policies and programmes in education for a Common Regional Good. The more recent experience of collaboration among Member States to ensure a safe and secure environment for International Cricket Council/Cricket World Cup 2007 (ICC/CWC 2007) included the implementation of the Advance Passenger Information System (APIS) and the sharing of expertise and facilities for medical emergencies and mass disaster management. These provide good examples of functional cooperation.

Dissemination of information

Given the geography of the Caribbean, this has to be one of the most important of the approaches, as it is mainly through information that reaches all the Caribbean that the people of the Region will appreciate the benefits that derive from being a Member of the Community. This approach must be employed in functional cooperation in all the domains of work. Indeed, some of the difficulties encountered in domains such as the CSME are due to the fact that sufficient attention has not been given to this approach to disseminating information. The availability of modern technology makes the value and impact of this approach much greater today.

There is a major role for the CARICOM Secretariat in collecting the information from the Member States and the relevant institutions and adding value through a process of analysis and compilation. Support must be given to Member States in collecting and analysing their information and sharing it with other States, perhaps creating best practices which, when disseminated, will strengthen the Community as a whole. But perhaps the support should begin at an even earlier stage, in working with Member States to establish robust systems at the country level in order to produce reliable data.

There are Caribbean institutions which specialise in the collection of surveillance and other data from Member Countries which are an important source of functional cooperation. The United Nations Economic Commission for Latin American and the Caribbean (UNECLAC) in producing demographic data and CAREC in producing epidemiological data are examples of institutions which provide or assist in promoting functional cooperation in their specific fields.

The recently formed Caribbean Broadcast Media Partnership on HIV/AIDS is an example of the non-governmental sector coming together to provide a Caribbean service that addresses a common problem.

Human Resource Development

Human resources needed in every domain. In this regard every domain has its own corpus of knowledge and practice that need special human resources. Functional cooperation will be geared to promoting the resources that are needed.

The University of the West Indies (UWI) is the classic example of the Caribbean institution that cooperates with Member States in providing the human resources needed in all the domains. This institution survived the Federation experiment because of the value of pooling resources in a single institution to provide the human resources needed by the Region. In spite of the fact that its students are scattered over three main Campuses as well as smaller ones in the UWI's 12 countries, they all receive certification from the University of the West Indies and hopefully, have developed a Caribbean outlook and retain some loyalty to Caribbean affairs. There has been a significant increase in the number of training institutions in the Caribbean to accompany the belief that it is the Region's human resources that give it its best chance of developing to its full potential.

Human resource development occurs at the Caribbean level in other institutions, such as the Association of Caribbean Tertiary Institutions (ACTI). The Universities satisfy a credentialing function, but there are other Caribbean institutions which also contribute to human resource development in specific areas such as the Regional Nursing Body (RNB) which coordinates the credentialing of nurses in the Region. The Caribbean Accreditation Authority and other Health Professionals inaugurated in September 2005 is now an internationally recognised credentialing mechanism. More recently, the Caribbean Regional Accreditation Authority has been approved and is another example of a Caribbean institution concerned with the competence of Caribbean institutions for training in various disciplines. An innovation worth mentioning is the institutionalisation of the Caribbean Vocation Qualification (CVQ), which permits the credentialing of skills based on vocational qualifications and, by the application of common standards, facilitates the certification and free movement of non-university skilled workers within the CSME.

In addition, the Technical Working Group for the establishment of a Regional Development Strategy has recommended that emphasis be placed on the development of a Regional Human Resource Development Strategy. This activity provides a useful illustration of the Application of Functional Cooperation and revives the proposal that had been put forward by the Futures Policy Group in 2003, chaired by Professor Denis Benn.¹⁴

If human resource development does not rest uniquely with formal academic institutions and we accept that the development of the Caribbean citizen takes place through other non-formal educational exchanges, then there are other aspects of Human Resource Development to be considered. CARIFESTA and cultural exchanges represent a form of human resource development in the domain of culture that is a part

¹⁴ Report of Futures Policy Group to COSHOD 10 Item 5, October 2003.

of functional cooperation. Similarly, the formal Caribbean structure to organise Caribbean cricket must be seen as a form of functional cooperation in the development of human resources.

Monitoring and Evaluation

It is evident that transparency and accountability demand that there be systems for monitoring and evaluation in all of the domains of the Community's work. Systems of monitoring and evaluation should therefore be intrinsic elements of all efforts at functional cooperation. However, as an approach at functional cooperation, monitoring and evaluation can be viewed at two levels: at the functional cooperation project level; and at the level of developing a culture of monitoring and evaluation in the Region.

Since functional cooperation is a dynamic process, it must be reviewed and evaluated to measure success or failure; to identify lessons learnt; and to develop best practices to be applied in other endeavours of functional cooperation. Further, to be meaningful, areas/programmes of functional cooperation must have clearly defined goals/objectives, programmes of activities, expected results, timelines and indicators of achievement. These characteristics facilitate monitoring and evaluation. In addition to facilitating transferability of lessons learnt and best practices, the methodologies of monitoring and evaluation should be standardised as far as possible.

In terms of developing a culture of monitoring and evaluation in the Region, the Secretariat would be expected to take the lead in facilitating the identification and sharing of the relevant expertise among countries and to provide support to countries in developing their own systems.

9. OPERATIONALISATION OF FUNCTIONAL COOPERATION

9.1 The Role of Regional Institutions

Regional Institutions contribute significantly to the operationalisation of Functional Cooperation in several ways namely, through their own activities, based on the recognition that functional cooperation is embodied in their activities; through their ability to cooperate among themselves in executing their mandates and secondly, by facilitating Member States to cooperate among themselves as well as developing regional policies, programmes or other actions. There are two types of institutions that contribute to the promotion of "regional public initiatives" (goods), namely, those created by the Community and are enshrined in the Revised Treaty as legal entities and by NGOs that are not formally associated with the Community, but possess relevant pools of expertise.

Institutions already play a pivotal role in the areas of their respective expertise. If properly streamlined, these institutions can and ought to play an even more critical role in advancing functional cooperation within the structure of Community. But first, there is

need to understand their structures and goals within the Community and how they may be effectively organised to deliver functional cooperation as a series of activities with widespread benefits to all Member States and all groups within the Community.

Article 21 of the Revised Treaty of Chaguramas states that ‘*entities established by or under the Community shall be recognised as Institutions of the Community*’ (see box 1) “*and such other entities as may be designated by the Conference* “

CARICOM Institutions identified in Article 21

- Caribbean Disaster Emergency Response Agency (CDERA)
- Caribbean Meteorological Institute (CMI)
- Caribbean Meteorological Organisation (CMO)
- Caribbean Environmental Health Institutions (CEHI)
- Caribbean Agricultural Research and Development Institute (CARDI)
- Caribbean Regional Centre for the Education and Training of Animal Health Veterinary Public Health Assistants (REPAHA)¹⁵
- Assembly of Caribbean Community Parliamentarians (ACCP)
- Caribbean Centre for Development Administration (CARICAD)
- Caribbean Food and Nutrition Institution (CFNI)

In addition, the Conference of Heads of Government has from time to time established other specialised institutions which, for all intents and purposes have for the most part been given the status similar to those identified in **Article 21** of the Revised Treaty.

Specialised CARICOM Institutions created after the Revised Treaty was signed

Caribbean Regional Negotiating Mechanism (CRNM)
Caribbean Regional Organisation for Standards and Quality (CROSQ)
Caribbean Regional Fisheries Mechanism (CRFM)
Caribbean Court of Justice (CCJ)
Caribbean Institute of Meteorology and Hydrology (CIMH) which is governed by the CMO agreement
Caribbean Community Climate Change Centre (CCCCC)
Caribbean Competition Commission (CCC)
Implementation Agency for Crime and Security (IMPACS)

These Institutions, both those listed in Article 21 and those designated as “specialised”, are governed by agreements of establishment which clearly set out their respective roles and systems of governance within the Community.

Yet there are other types of institutions listed in the Treaty as associates. Unlike the regular and specialised institutions, they operate autonomously but in support of

¹⁵ REPAHA is now defunct

regional activities - financial, educational and legal - that contribute to the viability of the Community. Some, like UWI, have established memoranda of understanding with CARICOM as a framework agreement for collaboration in the work of the Community. Caribbean Development Bank (CDB) presents a special case. Since its inauguration prior to the establishment of CARICOM, it has to keep its lending members which extend beyond the CARICOM and the Caribbean, satisfied with its *modus operandi*.

Associate Institutions:

- Caribbean Development Bank
- University of the West Indies
- University of Guyana
- Caribbean Law Institute/ Caribbean Law Institute Centre (CLI/CLIC)
- Secretariat of the Organisation of Eastern Caribbean States

Some understanding of the criteria for the status of CARICOM institutions has been provided by Prof A.R Carnegie in a draft Report on the Relationship of CARICOM with the Institutions of the Revised Treaty of Chaguaramas¹⁶. He argues that while the Treaty establishes procedural criteria, through the relevant agreements, for identifying regional institutions, CARICOM as CARICOM has no legal basis for constraining Member Governments' decisions to create new institutions outside the Treaty. Hence he recommends that the criteria for institutional status should be guidelines and not binding requirements. More specifically, there should be qualifying and indicative criteria, respectively.

Qualifying criteria would be those which, if not satisfied, ought to rule out Institution status even if the objectives might be capable of being achieved by other means. Indicative criteria would be those which argue for independence from the CARICOM central system on account of some possible advantages of such independence.

Among the issues that determine "qualifying criteria" are the following:

- Is the activity of the proposed institution an aspect of functional cooperation?
- Is the mission in an area requiring specialised skills in such short supply as to make cooperation at the regional level potentially more effective?

- Is the scale of the activity such as to justify the infrastructural and administrative costs of an independent regional agency?

Among the issues that determine "indicative criteria" are the following:

¹⁶ A R Carnegie, *Report on the Relationship of CARICOM with the Institutions of the Revised Treaty of Chaguaramas*, CARICOM Secretariat (May 2007)

- Does the relative value of technical expertise in relation to political accountability argue for the relative insulation of the activity from political decision-making process?
- Is there a demand for an independent institution deriving from international commitments, where regional cooperation may be required on account of other considerations? (CROSQ)

Based on the criteria in the Carnegie Draft Report, institutions of the Community may be tentatively classified as follows:

Qualified Institutions that fall under the guidelines of CARICOM Secretariat -

Caribbean Meteorological Organisation (CMO)
 Caribbean Environmental Health Institution (CEHI)
 Caribbean Agricultural Research and Development Institute (CARDI)
 Caribbean Centre for Development Administration (CARICAD)
 Caribbean Food and Nutrition Institute (CFNI)
 Caribbean Regional Negotiating Mechanism (CRNM)
 Caribbean Regional Fisheries Mechanism (CRFM)
 Caribbean Institute of Meteorology and Hydrology (CIMH), which is governed by the CMO agreement
 Caribbean Community Climate Change Centre (CCCCC)
 Caribbean Competition Commission (CCC)

Indicative Institutions of the Community with independent governance -

Caribbean Court of Justice (CCJ)
 Caribbean Disaster Emergency Response Agency (CDERA)
 Caribbean Epidemiological Centre (CAREC)
 Caribbean Regional Organisation for Standards and Quality (CROSQ)

Agreeing on criteria for the recognition or classification of institutions is a prerequisite for coordinating the work of these institutions. The names of the Qualifying Institutions clearly indicate the areas of functional cooperation in which they are involved. However, there is no standard procedure within CARCOM for coordinating the work of regional institutions. Unlike in the UN System, where Art 17.3 stipulates the coordination of specialised agencies, different institutions have differing levels of coordination within CARICOM. It is clear that these institutions vary in size and complexity. However, it is critical that there be a mechanism for collecting information on the kind of cooperation which is deemed functional.

One option proposed by Carnegie is to systematise the level of coordination of all those qualifying regional institutions, thereby ensuring that they all have treaty status with a

Committee of Heads of regional (qualifying) Institutions being identified as the Body of the Community to advise on matters of functional cooperation.¹⁷ In this case, it would have similar status to the Committee of Central Bank Governors.

In this regard, Carnegie proposes that the role of regional institutions in fostering functional cooperation could be enhanced by the establishment of an inter-organisation treaty which operates within the tenets of the current Revised Treaty. In this context, the requirements include –

- The right of institutions to be represented on appropriate Councils of the Community;
- The right of the Secretary-General to have observer status on governing bodies of the Institutions;
- The right of the Secretary-General to place items on the agenda of meetings of institutions;
- The right of the Secretary-General to be notified of, and to coordinate resource mobilisation activities of the Institutions;
- The right of the Secretary-General to receive annual financial reports from the institutions;
- The right of the Institutions to seek the issue of laissez passers to their officials.
- The right of the Institutions to request advisory services from the CCJ through the Secretary-General.¹⁸

The second option, which is preferred by the Task Force for its expediency, is for the CARICOM Secretariat to require all regional institutions to provide annual reports of activities that fall under the functional cooperation mode and to synthesize and classify the functional cooperation activities for presentation to Heads of Government.

9.2 Involvement of NGOs in Functional Cooperation

NGOs are accorded a different status from that of regional institutions within the Community system. Whereas regional institutions are automatically attached to one or more of the main Councils of the Community and collaborate formally with programmes and projects of the various Directorates or Units of the CARICOM Secretariat, the relationship between NGOs and the Organs of the Community are mainly informal and/or *ad hoc*.

Regional NGOs, however, participate from time to time as observers in meetings of the Council for Human and Social Development (COSHOD) and their representatives attend Policy Round Tables and participate actively in Task Forces and other technical groups dealing with human and social development matters.

¹⁷ A.R Carnegie Draft Report Recommendation 9

¹⁸ Carnegie. p 17.

These are examples of the Community's recognition of the role of NGOs in the life of the Region and, in particular, those areas normally identified with functional cooperation. In 2002, the "Encounter with Civil Society" during the Twenty-First Meeting of the Conference of Heads of Government resulted in the *Liliendaal Declaration* which advanced a recommendation for a Council on Civil Society to be established. The stated objective of such a Council was to foster collaboration among the various Civil Society groups which would report through the COHSOD to Heads of Government. This position has not yet been regularised due to the failure of the two prominent Civil Society organizations to agree on a *modus operandi* for moving to a restructured functional cooperation system. If this is to be regularised, there is need to evolve a more rational basis for their operations.

Within the Civil Society group, the Caribbean Association of Industry and Commerce (CAIC), Caribbean Congress of Labour (CCL) and the Caribbean Policy Development Centre) (CDPC) enjoyed the privileged status of making brief presentations to the Conference of Heads of Government. The assumption was that these umbrella regional private sector, labour and NGO organisations were the legitimate voices of their respective constituent groups. Since 2002, this practice has been discontinued in view of the Heads of Government's approval of the Council on Civil Society. The problem that has surfaced is that there is a difference of opinion within the civil society grouping as to the authentic regional umbrella organisation. This situation draws specific attention to the need for a national system for coordinating the NGO/Civil Society community or, at least, establishing some basis for giving recognition to the NGO groups within the Community.

One possible model for the evolution of a rational system is provided by PAHO's principles governing its relations with Non-Governmental Organisations (2007).

The main lessons emerging from the PAHO principles are: (a) distinguishing between informal and formal working relations; (b) establishing specific guidelines for admittance of NGOs into official working relations with CARICOM; (c) agreeing on the eligibility criteria of CARICOM or regional NGOs as distinct from national NGOs; (d) mechanisms for review of the status of collaboration between regional and national NGOs and the CARICOM System; and (e) identifying the privileges conferred on NGOs by their relationship with the CARICOM System. Possible criteria for the admission of regional and national NGOs into official working relations with CARICOM are identified in the box below

- The NGO has a well-defined mission and there has been continuity in its basic commitments over the years;
- A major part of the NGO's activities and resources is directed towards health or one or more of the designated functional cooperation areas;
- The NGO has a dependable source of funding for current and fixed administrative costs;
- The NGO has adequate resources to support project and administrative staff, its facilities, and programme development;

- The NGO has alternative sources of administrative support, such as income-generating activities and/or consulting;
- The NGO has the internal structures to guarantee adequate reporting, financial accounting and budgeting;
- The NGO utilises efficient information-gathering techniques to ensure that information is used by its staff and is fed back to the community, national and local government agencies, and other partners.

Source: Principles of Governing Relations between PAHO and NGOs

The suggested streamlining of the informal and formal attachment of NGOs with the Organs of the Community is essential in bringing some order and identifying the basis of their engagement and functioning in the Community. At the same time, it allows for the flexibility of these arrangements, tapping their expertise and engaging them in functional cooperation on a mutually beneficial basis. In this respect, the CARICOM Secretariat has an important role to play. First, it should establish a database of NGOs which identifies how each NGO functions with respect to the agreed principles of Governance outlined above. Second, it should develop a basis for monitoring and evaluating the competencies of NGOs; third, it should ensure the participation of 'qualified' NGOs in the work of the Community and fourth it should have the mechanism for receiving and synthesizing the information from the NGOs as to the extent that they have been involved in functional cooperation activities..

9.3 Priorities for Functional Cooperation

In determining the areas of priority for functional cooperation, therefore, the main consideration should be the magnitude and the immediacy of the impact on the quality of life of the people of the Community. Further, since functional cooperation is cross-cutting and facilitative, consideration must be given to the extent to which the area of cooperation supports the activities in the other domains of the Community. In addition, since all Members of the Community do not participate in the CSM, and in order to strengthen the fabric of the Community, priority should be given to those areas of functional cooperation that benefit all Members directly.

Criteria

The criteria for determining the priority areas for functional cooperation should therefore be:

- Magnitude and immediacy of the impact on the goals of the Community;
- Accrual of benefits to all Members of the Community;
- Level of support to achievement of specific objectives in areas in the other domains of the Community;
- Feasibility, that is the extent to which functional cooperation in the particular area would be facilitated by existing arrangements and mechanisms; and
- Cost/availability of financing arrangements.

Priority Areas

The priority areas for functional cooperation can be broadly classified into those that primarily benefit Members of the CARICOM Single Market and those that benefit all Members. The former category would consist mainly of areas of economic integration.

Areas of functional cooperation that primarily benefit primarily CSM Members:

- Finance (Savings generation and mobilisation)
- Trade (Export promotion)

Areas of functional cooperation that would benefit all, including non-CSM participants -

- Health and medical research
- Education
- Transportation
- Tourism;
- ICT and Telecommunications
- Response to natural disasters
- Community law
- Youth and
- Culture

It is possible to demonstrate the functional cooperation that takes place with varying degrees of intensity in all the domains which have been established in the Revised Treaty of Chaguaramas and in the Needham's Point Declaration, but this is an undertaking beyond the scope of this Report. Therefore only a few illustrations will be given here. The following are examples of how some of the priority areas may be operationalised. The areas are classified as mature which identifies those activities that have been developed and are having demonstrable impact; those that are in the process of "being developed" through a variety of cooperation mechanisms, and those that are "to be developed" based on activities that hold good prospects for effective functional cooperation

Health and Medical Research

The health situation of the Caribbean and the main challenges to be faced have been set out in the Report of the Caribbean Commission on Health and Development¹⁹ which examines more fully the priorities enunciated by the CARICOM Heads of Government in the Nassau Declaration (2001) *the health of the region is the wealth of the region*,

¹⁹ Caribbean Commission for Health and Development (Chair Sir George Alleyne CARICOM , July 2006

Mature areas

- ***Collective action to address disease***

Immunisation programmes ;The Caribbean has had outstanding success in its collective approach to immunisation and indeed the Caribbean sub-region was the first to broach the possibility and achieve the reality of eliminating measles. The immunisation rates and disease pattern for the vaccine preventable diseases of children are a testament to sharing and making compatible the sharing of plans and policies and joint surveillance activities.

Regional Approach in the fight against HIV/AIDS: The Caribbean has evolved a “best practice” in the form of PANCAP to address the problem of HIV and AIDS. This has involved the development of a Caribbean Regional Strategic Plan; a regional coordinating mechanism; regional institutions as implementation agencies; a regional approach to resource mobilization; development partners and a partnership network that includes governments, NGOs, religious, cultural, sporting organization and youth movements that foster linkages between regional and national HIV/AIDS programmes.

Regional Approach to the Chronic Non Communicable Diseases: The recently concluded Summit of Heads of Government on Chronic Non-Communicable Diseases demonstrated the willingness of the Caribbean Governments to take collective and, in some instances, universal action to undertake the interventions necessary to address this problem. They were persuaded by the weight of the evidence of the burden of these diseases on the Region.

Disease surveillance and epidemic response; CAREC is the major resource with responsibility for assisting the region to track and provide early warning signals on diseases prevention and management, laboratory testing and technical assistance to Member States intended to reduce duplication with the provision of model protocols for Caribbean countries.

Pooled Procurement for Pharmaceuticals: A facility which came into existence in the 1980s for pooled procurement of pharmaceuticals among the OECS in collaboration with PAHO. It has contributed greatly to the reliability in supply of drugs and increased access by those in need of care and treatment for various ailments. The facility is also managing a technical cooperation project with Brazil which has provided ARVs for PLWA free of cost for 5 years, commencing 2006.

The Caribbean Cooperation in Health: now in its third iteration, has been a platform for mobilising resources, facilitating cooperation among countries and developing regional plans and programmes in priority areas. It has served to

increase the sharing of resources among countries on priorities established collectively .

Health Research: It is well accepted that the information and knowledge derived from research represent genuine public goods in that there are non-exclusive and non-rivalrous. The Caribbean Health Research Council has, over the years, provided a unique forum for presenting the results of research as well as giving training in various aspects of research in the Region.

Areas to be Developed

A Caribbean-wide Health Insurance Scheme; If there is to be free movement of people in the Community, then it is essential that those who move can receive the appropriate standard of care. The establishment of such a scheme will demand that there be a clear picture of the epidemiological profile of all the countries and some similarity or equivalence of services and resources across the Caribbean. Such resources will be physical as well as human, hence the need for accreditation mechanisms, mechanisms to ensure standards of competency, and above all, the scheme will involve portability of health insurance across the Region. The Caribbean Development Bank (CDB) has already provided to CARICOM information on the funding necessary to carry out a feasibility study on such a scheme.

Common systems of data collection: Currently there is no common system for collecting health data in the Caribbean. The Living Standards Surveys of Jamaica represent a model that could well be emulated. But at a more basic level, there should be annual reports on the state of the nation's health laid before the parliament of each country. It is absolutely essential that there be common systems and formats for collection of health and other social data and these have begun in the case of HIV and AIDS.

Sharing of services clinical, diagnostic as well as maintenance: The logic of this is inescapable, yet all efforts, to date, have failed, in part because there has not been the emphasis or attention at the appropriate political level. It is inefficient for every country to try to develop every possible sophisticated service, determined often by the whim of physicians and without reference to the population's need or the efficiency of the pooling of expertise and adherence to the principle that excellence cannot be diluted.

Health tourism: The prospects of this have been debated for years and there is agreement that it represents a viable option for the Caribbean. The case is argued cogently again in the report of the Commission on Health and Development. The proximity of the Caribbean, its attractiveness as a tourism destination, the competence of its physicians and the labour cost differential make for an attractive proposition. The major impediment is the non-portability of

insurance from some developed countries, but a regional approach to this can be sought in the same way that other aspects of tourism are addressed.

Benefits to the Caribbean community. These are seen predominantly with regard to the communicable diseases. No child in the Caribbean contracts measles and poliomyelitis is a disease of the past. In large measure due to cooperation, the infant and child mortality rates in the Caribbean have continued to fall steadily.

Education

Functional Education revolves around the sharing of common curricula and examination systems at the tertiary level, common accreditation procedures and provision for regional vocational qualifications. The main drivers for the current thrust toward the standardisation of Technical and Vocational Education and Training (TVET) are competence and standards relevant to employment. The focus had been on the establishment of a harmonised system of training and certification revolving around an agreed competency based principles. While not the main reason for the initiation of these mechanisms they all contribute to establishing equitable criteria by which to accommodate the free movement of people in the CSME

Mature Areas

Caribbean Examinations Council (CXC) in existence since 1972 and Caribbean Advances Proficiency Examinations (2005): provides common examination systems comparable to the UK Ordinary and Advanced Levels and used as entry qualifications to tertiary level institutions in the Region and internationally.

Developing Areas

Accreditation and Quality Assurance; The Regional Accreditation Authority will be ratified at the Meeting of Heads of Government in March 2007, after an extensive period of consultation among CARICOM Member States. It will provide the basis for the common evaluation of certification and setting common regional standards for the assessment of professional competence. This follows the establishment of the Caribbean Accreditation Authority for Medical and other Health Professionals established in 2005. The effective functioning of accreditation and quality assurance procedures depend on a series of other factors in functional cooperation.

Establishment of the Caribbean Vocational Qualifications (CVQ): Conferred on those that have achieved certifiable standards in tertiary and vocational skills, the CVQ has now been ratified within the CARICOM system and provide a useful basis for assessing the levels of occupational standards in such skills as agriculture, arts and craft, masonry, plant maintenance, building construction and

other related engineering services, plant maintenance, transportation, hospitality and tourism.

Collaboration among approved national training agencies in Barbados, Jamaica and Trinidad and Tobago for the issue of CVQs.

ICT in Education : Cooperation in the utilization of ICT in training and educational programmes and in distance education to facilitate continuous learning . The Caribbean Knowledge and Learning Network (CKLN) has introduced standardized procedures using ICT for inter-connectivity between and among tertiary level institutions in the Region.

Areas to be Developed

Network or Consortium of Caribbean Universities: Although the University of the West Indies is accepted as the premier regional institution of higher learning. More and more of the territories in the Region are developing their own indigenous tertiary institutions. This trend is a good one in that the University of the West Indies (as presently constituted) cannot service the needs of the entire Region. However, the Region as a whole would be better served if all local institutions were to form themselves into a network or consortium for the purpose of enhancing cooperation in a variety of activities ranging from exchange of students and staff to cooperation in research and development, mutually beneficial and contributing to the enhancement of the regional spirit and solidarity.

SECURITY

Security has been designated a fourth pillar of the Community. This is a recognition of the need to strengthen national and regional security, including reduction of crime and violence which can otherwise have a negative impact on the economies of the Region as well as the fabric of its societies. The cross-border nature of the drug trade linked to illicit arms and crime and the upsurge in international terrorism has called for policies and programmes that fall within the ambit of functional cooperation. Following on the events of the 9-11 terrorist attack in the USA, the Region established a Regional Task Force on Crime and Security and provided a Report with a series of recommendations which stressed the need for greater regional cooperation. Out of this exercise emerged a new architecture under a Council for National Security and Law Enforcement. In addition the preparation and implementation of the security arrangements for ICC/CWC 2007 provided an impetus for cooperation to achieve the goal of a safe and secure community.

Mature Areas

Assistance from one or more countries to another in the case of emergency: The Treaty on Security Assistance signed in July 2006, establishes the security assistance mechanism for formal cooperation among Member States and revolving around the Regional Security Mechanism which involves Barbados and the Eastern Caribbean A recently concluded protocol to the Treaty establishes the CARICOM Operations Planning and Coordination Staff to provide for the activation of security assistance under a single operational command, on the decision of the Conference of Heads of Government.

Enhanced cooperation among States and parties in the suppression of crime: This area is facilitated by the Caribbean Treaty on Mutual Legal Assistance in Serious Criminal Matters (MLAT) which is designed to improve the effectiveness of states and parties in the investigation, prosecution and suppression of crime and adopting common rules in the field of mutual assistance that contribute to regional development and integration.

Sharing of information and intelligence: The Memorandum of Understanding for sharing intelligence among Member States in the Caribbean Community (2006) recognized the need for strengthening the information and intelligence sharing regime as an essential element in the fight against illegal drugs, firearms and terrorism.

Developing Areas

Management and implementation of intelligence sharing, coordination of monitoring systems: This is a level above merely sharing of information and intelligence requiring a dedicated institutional mechanism in the form of the proposed Coordinating Information Management Authority

Cooperation in planning and policy making: The implementation of policies resulting from the establishment of a new architecture for crime and security in 2006 to replace the Task Force on Crime and Security which was in operation since 2002 has resulted in an increased level of cooperation among Member States, Associate Members and Regional Institutions in framing policies for a regional agenda in crime and security. Member States now participate in an array of activities of the Implementation Agency for Crime and Security (IMAPCS), the Security and Advisory Committee (SEPACS) comprising law enforcement officials and the Task Force for Drug Demand Reduction, coordinated by the CARICOM Secretariat. In these ways, there is enhanced functional cooperation through collaboration in policy and decision-making. This in turn, facilitates *inter alia*, greater possibilities of effective joint negotiations with other states and international partners and common policy positions on the acceptance and implementation of international agreements.

Maritime Cooperation: The Council for National Security and Law Enforcement has agreed to accelerate cooperation among Member States to address the vulnerabilities

related to the Region's open borders. Member States within the Council have agreed on a number of activities. Barbados and Trinidad and Tobago have been acquiring additional assets such as radar equipment aircrafts and offshore patrol vessels as part of the strategy for increased protection for the CARICOM Member States in the Southern Caribbean.

To be Developed

Regional programmes in Training and Research: Both training and research in areas of crime and security have been ongoing for sometime. Several professionals have received training at regional and international institutions through various bilateral and multilateral schemes as well as through national and regional programmes . In the area of research, numerous studies have been undertaken which have provided guidelines for policy and greater understanding of the issues. However, the current trends included in the priorities for Regional Security have placed emphasis on cooperation in training and research to assist in advancing the agenda establish by The Council for National Security and Law Enforcement and takes into consideration the proposals by the University of the West Indies to act as a focal point by creating a centre of excellence for research and training in the areas of Crime and Security.

The Task Force recommends that with respect to a more comprehensive list of functional cooperation activities, a special evaluation be undertaken to include, transportation, ICT and development, tourism, culture and youth. The evaluation should result in a matrix of issues such as objectives of functional cooperation activities in each domain, major institutions and other agencies engaged in the delivery of these activities, the gaps and major challenges involved in the delivery of these activities, and the benefits derived by specific target groups and the Community as a whole. This evaluation may be seen as complementary to the that of the Monitoring and Evaluation task to be carried out by the CARICOM Secretariat on the role of Institutions in functional cooperation.

10. THE ROLE OF THE CARICOM SECRETARIAT

The Caribbean Community (CARICOM) Secretariat can play a pivotal role in anchoring the mechanism for coordinating the activities of the regional institutions and in so doing, contribute toward reducing duplication and fostering rationalisation. A recent decision for the consolidation of the regional health institutions -- CAREC, CDERA, CRDTL, CHRC and CFNI – into one umbrella regional public health agency to be coordinated by the CARICOM Secretariat is an example.

The Office of the Secretary- General should therefore be the focal point for coordinating the Institutions and streamlining their functional cooperation activities. Second, the access of the regional institutions to the various Councils of the Community would ensure continuous interaction with the key decision-making processes. Third, the Secretariat should be empowered to continue to meet with the regional institutions in

order to ensure more continuous and effective coordination of their activities Fourth, regularising the relations between the respective Institutions and the CARICOM Secretariat would assist in the implementation of the modalities of functional cooperation to achieve the goals of a Community for All.

Indeed, the Secretariat has taken the initial steps by identifying *Strengthening Functional Cooperation to Achieve A Community for All* as the first of nine Thematic Priorities in its 2009 Work Programme. The operational elements of this thematic priority place emphasis on programme activities that benefit the Associate Members, and Non-CSM members contribute toward increasing collaboration between CARICOM Secretariat, the premier regional institution and other regional and sub-regional arrangements, particularly the OECS, and ensuring that mechanisms are in place for a focal point within the CARICOM Secretariat to sustain the approaches to functional cooperation and its benefits across the Community.

Thematic Priority No. 1: Elements	Strengthening Functional Cooperation to Achieve A Community for All
(i)	Fostering collaboration and communication and sharing information between Caribbean Community Secretariat (CCS) and Regional Institutions;
(ii)	Institutionalising consultations among Regional Institutions;
(iii)	Catalysing functional cooperation between and among Regional Institutions, Member States and Associate Members;
(iv)	Identifying the complementarities between CCS programmes and those of Regional Institutions with a view to effecting greater efficiencies in the delivery of services, including maximising the use of human and financial resources;
(v)	Promoting an enhanced role for Associate Members in the formulation and implementation of Functional Cooperation Programmes;
(vi)	Ensuring that non-CSM Member States of CARICOM play a leading role in advancing the Functional Cooperation Agenda of the Community;
(vii)	Making provisions for the Overseas Countries and Territories (OCTs) to be involved in Functional Cooperation activities in the Community;
(viii)	Regularising the avenues for sharing Functional Co-operation activities at the Regional and Sub-Regional Levels through the rationalisation and the scheduling of meetings and increased programme collaboration between CARICOM and OECS Secretariats;
(ix)	Monitoring and evaluating functional cooperation programmes with a view to establishing the extent to which Functional Cooperation is helping to achieve the goal of “ a Community for All”.

Within the CARICOM Secretariat, therefore, Functional Cooperation should have its own identity as a Unit within the Office of the Secretary-General. The CARICOM Secretariat should also serve as the conduit for transmitting the Functional Cooperation outputs of regional Institutions to Heads of Government through the mechanisms at its disposal, including the Bureau of Heads of Government, the Quasi Cabinet Government and ultimately, to the Conference. In addition, monitoring and evaluation must be part of the culture of the Community that is fostered by the CARICOM Secretariat.

In this regard, periodic reviews of the achievement of the objectives of the Community should be conducted. Similarly, the impact of Functional Cooperation should be monitored and evaluated. It was recognised that the CARICOM Secretariat was building an in-house monitoring and evaluation capability. While the ultimate responsibility for this function should rest with the Secretariat, it may utilize organisations/institutions with the requisite expertise to assist in carrying out these responsibilities.

11. INFORMATION, EDUCATION AND COMMUNICATION (IEC)

As stated earlier in this Report, the Revised Treaty of Chaguaramas called for (a) more efficient operation of common services and activities; (b) accelerated promotion of greater understanding [presumably of the Community] and advancement of their social, cultural and technological development;(c) intensified activities such as transportation and telecommunications that would facilitate progress in Community objectives including promoting human well-being through activities as health, education and security. These objectives and operational activities, *inter alia*, form the substance of Functional Cooperation within the Community. The 27th Meeting of the Conference of Heads of Government (July 2006) conveyed a sense of urgency to address functional cooperation that paralleled developments in trade and economic cooperation.

In order to make progress along these lines, it is imperative that related activities are supported by targeted and adequate information, education²⁰ and communication²¹ services and that these are an intrinsic part of the operations of the Caribbean Community. These include:

- Enabling citizens to easily and better understand the rationale, nature, purpose, scope and future directions of the Caribbean Community and CSME;
- Achieving the participation of informed citizens;
- Facilitating application of Community law and the discharge of Community obligations by/within Member States;
- Rendering accountability to the community of Caribbean nations;
- Assisting in educating the individual about becoming/being a Caribbean Community citizen, and to actively build that sense of identity;
- Ensuring communication among actors and agencies involved in making possible the various forms of cooperation that would facilitate Community objectives;
- Conveying and representing progress being made within the Region to extra-regional collaborators.

At a more general level, IEC services would also contribute to elevating Community policies and practice over time through knowledge management, and to minimizing the

²⁰ 'Education' is here used in a functional sense consistent with the conceptual clarification which the Task Force seeks to make, and is to be distinguished from Education as a domain within which the Member States of the Community engage in collaborative and/or collective activities

²¹ Similarly, 'Communication' is here used in a functional sense ...and is to be distinguished from the domain of Communications ...

time lag between official decisions being taken and the preparedness of people of the Community to give effect to them.

Monitoring and Evaluation to underpin IEC services

All the above services will in turn need to be underpinned by systematic, sustained, and reliable arrangements for Monitoring and Evaluation (M&E) of operational activities in every domain of Community undertaking. Such M&E will also be required for ongoing analysis of phenomena related to regional development, for diagnosis of continuing policy and programme responses, and for indicating additional initiatives that may be required in moving towards Caribbean Community goals.

CSME vis-à-vis Caribbean Community

Quite apart from the specific needs and objectives listed above, it is important to be always cognizant that not all Member States participate in the CSME; in other words, that the CSME is not coterminous with Caribbean Community. Exclusive or undue reliance on the operational activities within the CSME to convey information, education and communication will therefore disadvantage Member States not participating in CSME, for whom the above needs and objectives are equally relevant. Thus another layer is added to the rationale for targeted and adequate IEC services: to ensure that all Member States are facilitated to increase and enhance their participation in the Community

Similarly, it is important to be always cognizant that the economic goals of the CSME do not reflect the entirety of the rationale for Caribbean Community. There are other dimensions of development of the nation and the citizen that are necessary and worthy of attention in their own right, such as the social, cultural, educational, scientific, technological matters which would be included in the remit of the Council on Human and Social Development. However, while these are essential in their own right, they are also conducive (and may even be conditions precedent) to the achievement of the economic objectives and potential of the CSME. Thus, another layer is added to the rationale for targeted and adequate IEC services: to establish this relationship in the mind of the Community citizen and to make it evident in the mandate and approach of the Community agency. In this regard, ASEAN provides a useful model for functional cooperation using IEC.

CSME goals require renewed and reinvigorated outreach to enlist the participation of private sector entities in making them a reality. The same can be said about citizen organizations – communities of interest, professional associations, thematically focused entities and service providers. These groupings warrant specialized and targeted IEC services to catalyze their interest and involvement, and to harness their inputs and expertise in realising and in support of CSME and wider Community objectives.

12 Implementing the New Regional Agenda of Functional Cooperation

The Task Force on Functional Cooperation having examined the major issues related to its mandate captured in this Report, hereby submits for consideration what it believes to be areas for immediate action and those that specifically require the intervention at the level of Heads of Government.

Immediate Actions

1. The Prime Ministerial Sub-Committee is to provide guidance to, and oversight of the developments of domains of functional cooperation.
2. The Secretary-General should seek the approval of Heads of Government to implement the conceptual clarification of functional cooperation as activities that can be applied to all aspects of the work of the Community and which contribute to the well-being of the community.
3. A focal point should be identified within the CARICOM Secretariat for functional cooperation activities with responsibility for providing leadership, coordination, reporting and generally increasing awareness of the scope and impact of functional cooperation in the Community.
6. Meetings of the Heads of Caribbean Community Institutions should be institutionalized as a mechanism for fostering greater collaboration and understanding and advancement of functional cooperation in the Community.
7. An Information, Education and Communication (IEC) programme should be urgently designed to increase awareness and acceptance of the importance and necessity for functional cooperation priorities among the various stakeholders and the public.

ACTIONS FOR HEADS OF GOVERNMENT

- Accept the conceptual shift and formulation of functional cooperation set out in the Report.
- Revise the Treaty of Chaguaramas to give effect to this revision by
 - Accepting that functional cooperation is not one of the ‘pillars’ of the Community, but is a form of cooperation that is applicable in all of the domains of the Community’s work;
 - Establishing “human and social development” as a ‘pillar’ of the Community’s work that encompasses within it many of the areas previously deemed to be functional.

- Take action at the national level, as required in the Needham's Point Declaration, to ensure the capacity of the designated CARICOM Ambassador to monitor the functional cooperation activities of local institutions.
- Publicize the results of the functional cooperation nationally.
- Accept the urgency of establishing in the Community the IEC services for informing Caribbean citizens more directly of the work of the Community and particularly the functional cooperation activities.
- Approve the structural changes in the Caribbean Community Secretariat consequent on the adoption of the above and such as would make it possible to capture and report the extent of the functional cooperation taking place in the Community.
- Ensure that the work of the Caribbean Community Secretariat in all its spheres reflects this conceptual shift in the meaning and operationalisation of functional cooperation.

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