

EXTERNAL AFFAIRS AND OVERSEAS REPRESENTATION

With the decision of Jamaica to secede from the West Indies Federation and to seek sovereignty in her own right came the need to examine all the implications arising therefrom in terms of what constitutional and administrative revisions were necessary and what would be the ensuing financial commitments. The recent London Conference resulted in an assurance that Jamaica might reasonably expect that Independence would be achieved at some date not too late in 1962. This imposed on Government the responsibility of making rapid preparations for a number of matters to be attended to and resolved before the actual date of independence so that the country might be ready within the narrow time limit to accept the greater responsibilities of nationhood at the appointed time. One of these responsibilities is the obligation to establish prior to Independence the framework of an effective diplomatic organisation.

2. The broad outlines of the plan provided by Government to meet the circumstances of the new situation arising from the results of the Referendum have already been communicated to members by the Premier in a debate in the House on September 23rd, 1961. The detailed arrangements and procedures agreed upon for examining the whole range of matters that have come up for consideration are explained in a Ministry Paper on the setting up of an Official Working Party on Independence consisting of the most experienced Civil Servants.

3. Matters requiring the most urgent preparation and attention (exclusive of actual constitutional reform) are Defence and External Affairs and Overseas Representation. Both these will have to be well advanced through all their preparatory stages prior to the actual date of independence.

4. The major aspects of planning for Jamaica's national defence have already been formulated and agreement reached by a joint bipartisan group after exploratory examination had been made of the problems involved by an official Working Party. Further details have yet to be examined

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and it would therefore be inappropriate to come to the House at this stage while final arrangements in this connection still depend largely on the progress of negotiations currently proceeding with the Federal Government. Also to be taken into account is the important principle of internal security.

5. The extent of preparations for the establishment of a Ministry of External Affairs and for the setting up of Overseas Missions were among those matters which Government agreed should be closely examined by the Official Working Party and immediately a Sub-Committee consisting of:-

Messrs: V.H. McFarlane, C.B.E.,	Permanent Secretary to the Ministry of Development, <u>Chairman</u>
O.D. Sanguinetti	Under Secretary (Establishments Division) Ministry of Finance
A.B. Smith	Chief Personnel Officer, Services Commissions
Allan I. Morais	Assistant Under Secretary, Office of the Premier, and
Miss Carmen Parris	Assistant Training Officer, Ministry of Finance, <u>Secretary</u>

"To study all aspects of overseas representation for Jamaica, in particular establishment and organisation.

To examine the relationship with existing overseas services established by the Federation or any local statutory body, and the administrative arrangements that would be needed in Jamaica to deal with external affairs.

To outline a programme of training and its related costs."

6. The Committee was fortunate in having the assistance and expert advice of Mr. S.J.G. Fingland of the United Kingdom Commonwealth Relations Office, who is attached to the Governor-General's Office as Adviser on Commonwealth and External Affairs.

7. The Committee conducted its examination on the assumption that independence will be attained as early as practicable in 1962 and that Jamaica's sovereignty will be achieved within the British Commonwealth.

Membership of the Commonwealth is a matter of collective decision of all member countries but the United Kingdom has undertaken to sponsor Jamaica's membership and its acceptance by other Commonwealth members can reasonably be assumed for planning purposes.

8. Government having had the benefit of the advice of the Committee and expert assistance proposes to act along the following lines:

- (i) create a Ministry which would be specially concerned with Foreign Affairs and Commonwealth Relations and with

/Overseas ...

Overseas Missions;

- (ii) establish Overseas Missions in two phases - one by Independence, the other within one year or so of Independence;
- (iii) arrange for staffing and organisation and settle the methods of recruitment for the Ministry of Foreign Affairs and Commonwealth Relations and for overseas posts;
- (iv) implement a programme of training for a Jamaican diplomatic corps or foreign service.

Ministry of Foreign Affairs and Commonwealth Relations

9. This Ministry will constitute the official intermediary between this country and foreign countries or Commonwealth Members. It will be the agency through which foreign governments will address the Government of this country either through their own diplomatic agent in Jamaica or through the diplomatic agent who represents the Government of Jamaica at their own capital.

The Ministry will be responsible for the execution of all aspects of the Government's policy in external affairs.

Experience among other Commonwealth countries has proven that should this portfolio be held by a Minister in conjunction with another it will be necessary for him to operate through a separate and distinct Ministry in which he would have as his main civil service adviser, a Permanent Secretary who would not only control the civil service staff of the Ministry, but also, under Ministerial directions, the staff at overseas stations.

10. It should be emphasised that foreign policy is formulated by a Government at base and not by diplomatic missions abroad. Consequently the Ministry of Foreign Affairs and Commonwealth Relations must be adequately staffed to enable it to perform the following functions:-

- (a) assimilate reports on international affairs received from overseas missions and from other governments and other international agencies direct;
- (b) maintain liaison with other departments of Government whose functions impinge on international matters, e.g.

/in trade ...

in trade, communications, etc.;

- (c) brief the Minister of Foreign Affairs and Commonwealth Relations and his Cabinet colleagues on all international conferences or negotiations or when policy decisions affecting international relations are required; and
- (d) instruct and control overseas posts in order to ensure that the Government's policy in the external field is properly carried out.

11. Prior to the setting up of a full fledged Ministry Government has already approved the assignment of five administrative officers and the necessary complement of secretarial and clerical services to undertake forthwith the urgent preparatory work which must be completed by the end of the year.

Establishment of Overseas Missions

12. The Cabinet has given careful consideration to the recommendations of the Committee with regard to the number, location and status of the various overseas missions to be established by Independence (Phase I) and those to be decided upon within a year or so of Independence (Phase II).

Accepted international practice makes it obligatory for a territory on the verge of sovereignty to have in place, prior to the actual date of Independence, a basic diplomatic organisation overseas. Representation at the United Nations is essential and in our own context so would it be for London, Washington, Ottawa and a few others.

13. Accordingly Government has approved in principle the establishment of the following posts by the date of Independence.

PHASE I

- London - High Commissioner's Office, dealing with political affairs, trade, migrant welfare, public relations, consular functions and defence.
- Ottawa - High Commissioner's Office, dealing with political affairs, trade, defence and consular functions.
- Washington - Embassy, dealing with political affairs, trade, defence, consular functions, public relations, liaison with international financial institutions.

- New York - An office, with shared common services but separate diplomatic level staffs, for a permanent delegation to the United Nations, dealing inter alia with international relations and affairs, treaties, conventions, agreements, technical assistance, and a Consulate (the Consulate coming under the jurisdiction of the Embassy in Washington).
- Lagos - High Commissioner's Office, dealing with political affairs, cultural exchanges, consular functions, immigration.
- Havana - Subject to agreement with the United Kingdom the assignment of a trained diplomat to serve on the staff of the British Embassy for a period of approximately one year after independence, dealing with welfare and consular matters.
- Port of Spain - In the absence of knowledge concerning the final future of Federation and the common services no positive proposal can be made in respect of what might be done in regard to the establishment of an office in the Eastern Caribbean.

14. Direct representation is expensive in terms of money and trained staff and Government considers it prudent therefore to confine representation in the first instance to places which can be regarded as essential to Jamaica's political and economic interests.

PHASE II

15. Subsequent to actual independence and dependent upon political and economic factors, it might be possible for Government to give favourable consideration to the establishment of Overseas Missions in countries other than those mentioned above. The establishment of a Mission in a country in Western Europe could be of particular importance to deal with trade, industry and investment matters and be the official agency between this country and all the international institutions in Europe, e.g. the European Common Market, the European Free Trade Area, the General Agreement on Trade and Tariff, the Organisation for Economic Cooperation and Development (formerly the O.E.E.C.), the I.L.O. and the F.A.O.

16. As regards accommodation for overseas missions Government is currently investigating the possibilities of acquiring suitable sites in London, Ottawa, Washington and Port of Spain. The final arrangements have yet to be concluded as to size, cost, terms and conditions of tenure.

Staffing, Organisation and Recruitment

17. Principal appointments at the level of Ambassadors or High Commissioners are normally made by the Governor General on the advice of the Prime Minister. They may be either political or career appointments. In instances where a career diplomat (one within the Civil Service) is involved, the Prime Minister is expected to consult the Public Service Commission.

At lower levels it is general Commonwealth practice to regard the Foreign Service as being somewhat different from other organisations of Government. Persons selected to it, especially in the administrative or diplomatic cadre, are generally regarded as permanently recruited thereto and are expected to make a career of the appointment, recognising and accepting the arduous demands made by the service and the liability to be shifted from one station to another.

Staff members of the Foreign Service in so far as discipline and other conditions are concerned will be subject to the General Regulations affecting the Public Service as a whole but in particular to supplementary regulations which apply exclusively to the Foreign Service. The latter relates to such questions as allowances, accommodation, protocol etc., and are in the process of being drafted.

With regard to actual staffing requirements of the Ministry, as distinct from the overseas missions with their own diplomatic and non-diplomatic personnel, Government has already approved in principle the necessary establishment at home comprising administrative staff, executive officers as well as clerical and secretarial personnel which should be in place by the 1st April, 1962. Many of these will be drawn from sections of the existing civil establishment dealing with functions which will be absorbed by the new Ministry and will therefore not represent an absolute increase in numbers. Further this establishment has the advantage of providing permanent posts in the Foreign Service to which specially trained personnel might be appointed as soon as they become available.

/Proposals ...

Proposals by Government as to the number of staff required for overseas missions in the first phase of Independence are minimal and are intended to take care of the preparatory and build up work in the first year of independence. Even so the number required is not likely to be less than 40 persons in the light of the seven missions contemplated. Thereafter if the experience of all other Commonwealth countries is to be any sort of guide, rapid expansion is inevitable.

Training the Diplomatic Corps

18. Diplomacy is a specialised function of Governments and training in this field is a vital requirement of the Foreign Service. In this connection Government has been strongly advised that such training should be pursued simultaneously with the arrangements to establish diplomatic missions so that initial personnel may in the shortest time be augmented by formally trained agents.

There are a variety of courses offered by a number of institutions in the United Kingdom and the Commonwealth Relations Office, the Foreign Office, the Colonial Office and the newly established Department of Technical Cooperation all collaborate in offering training opportunities and facilities to prospective diplomats from Commonwealth countries. The growing demand is in excess of the facilities currently available especially the more formal attachments at Embassies and academic courses at the Universities of London, Oxford and Cambridge and it is of the utmost importance that early advantage be taken of the limited opportunities now being offered.

Government is already in communication with these agencies with a view to securing a number of placements as early as possible. There are in addition possible openings for Jamaican trainees in the United States of America and Canada and these are also being investigated.

These efforts relate however to the long term prospects. There is immediate need for trained or partially trained personnel to be recruited forthwith to man the central organisation at home and to assist in the preparatory field work at the mission sites. In keeping with the assurance recently given by this country to Jamaican personnel in the employment of the Federal Government, this Government proposes to secure

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the transfer as soon as possible of suitable officers who have already had diplomatic training or overseas experience in Federal Commissions.

Government also has under special consideration plans for organising courses in diplomatic training on a 'crash' basis in collaboration with the University College of the West Indies.

The initial cost structure of the Diplomatic Organisation

19. In view of the many uncertainties which normally characterise initial planning for an organisation of this sort decisions have yet to be taken on the specific terms and conditions of service of personnel constituting the diplomatic corps overseas. Decisions have also to be taken with respect to the type of tenure most appropriate or expedient when it comes to acquiring property for mission sites. There is also to be considered the future of certain services now operated on a regional basis in the U.S.A. and elsewhere.

After due consideration Government has approved in principle the following cost structure:-

<u>Heads of Expenditure</u>	Costs in £s 000	
	<u>Recurrent</u>	<u>Special</u>
1. Overseas missions (leased premises)		
London	80	20
Washington	70	20
Ottawa	70	20
New York	70	20
Lagos	40	10
Havana (one man Mission)	10	-
<u>Total for all Missions</u>	340	90
2. Ministry of Foreign Affairs and Commonwealth Relations	50	5
3. Cost of training	30	0
	<u>Grand Total</u>	<u>£420</u> <u>95</u>

It will be seen that the estimated recurrent cost to maintain a basic diplomatic organisation, capable of fulfilling our international

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obligations at Independence, is unlikely to be less than ~~£420,000~~. The cost of training has been calculated on the basis of what were the actual commitments of the Federal Government with respect to its own Diplomatic Training Scheme. The Special Cost item of £95,000 includes sums for conversion and re-decoration of premises, office furnishings and for the purchase of official cars.

Detailed estimates covering the full diplomatic organisation as outlined above and including the Ministry of Foreign Affairs and Commonwealth Relations are currently being prepared and will form part of the 1962/63 Draft Estimates of Revenue and Expenditure to be presented to the House in due course.

20. In the meantime it has become a matter of some urgency that approval of supplementary expenditure by way of a block vote should be sought forthwith to give effect to the recommendation at paragraph 11 relating to the immediate recruitment of a small task force and also to take care of a phased staff build up, passages, fact finding visits abroad, down payments on leases, acquisition of physical assets at home and abroad, and contingencies, detailed as follows:-

Administrative Staff	£ 3,100
Secretarial & Clerical	1,100
Other Charges	1,200
Passages	1,000
Furniture & Equipment	800
Treaty Room	5,000
Training (including allowances)	4,000
Visits abroad	2,000
Leases & other acquisitions	30,000
Contingencies	<u>1,800</u>
	<u>£50,000</u>

21. This Honourable House is asked to take note of the above proposals and the action taken or contemplated by Government with respect to them, and in particular to approve the sum of £50,000 by way of Supplementary Expenditure to meet the immediate commitments outlined in paragraph 20 above.

N.W. MANLEY
Premier and Minister of Development
January, 1962.