PRELIMINARY PROPOSALS REGARDING THE WORK PROGRAMME OF THE CARIBBEAN DEVELOPMENT AND CO-OPERATION COMMITTEE
I. BACKGROUND

During its 16th Session the Economic Commission for Latin America approved on 13 May 1975 at its 192nd meeting, resolution 358 (XVI) concerning the establishment of a Caribbean Development and Cooperation Committee (CDCC), which in accordance with operative paragraph 1 of this resolution is to be made up of the countries "within the sphere of action of the ECLA office in Port of Spain and the Governments of Cuba, Haiti and the Dominican Republic and other Caribbean countries as they achieve independence".

This Committee, according to the above mentioned resolution would "act as a co-ordinating body for activities relating to development and cooperation and as a consultative organ of the Executive Secretary of ECLA".

The resolution approved by the Commission requests the Executive Secretary of ECLA "to cooperate with the Governments concerned on matters within his competence which are of concern to these countries" and further requests him "to undertake studies and promote initiatives designed to strengthen cooperation between the other member countries of ECLA and integration groupings of the Latin American region with the Committee referred to in paragraph 1, especially in the case of those countries within the area of action of the ECLA offices in Mexico and Bogota".

Finally, the resolution invites the Secretary General of the United Nations, as well as the Administrator of the United Nations Development Programme, "to bear in mind the additional responsibilities assigned to the sub-regional office in Port of Spain and the projects in connexion with the work of the new Committee and the action referred to in paragraph 3."

Resolution 358 (XVI) as well as other resolutions approved by the Commission at its 16th Session were included in the Annual Report of ECLA, covering the period 1 March 1974 - 6 May 1975, submitted to the consideration of the Economic and Social Council of the United Nations which, at its 1971th meeting held on 22 July in Geneva, took note of this Annual Report and of the resolutions and recommendations contained therein. Thus, with this action on the part of the Economic and Social Council, ECLA complies with paragraph 10 of its Terms of Reference, according to which the

1/ Text attached as annex 1.
Commission with the approval of the Council may establish such subsidiary bodies as it deems appropriate, for facilitating the carrying out of its responsibilities.

As a consequence, after obtaining initial reactions of the governments concerned, and consultations with the Chairman of the Commission, arrangements were made to convene the first session of the Committee in Havana, 31 October to 4 November 1975, following the generous offer of the Government of Cuba to serve as host. The provisional agenda for the first session was circulated to the participating governments specified in the resolution as document E/CEPAL/CDCC/1.

In relation to item 5 of the Provisional Agenda relating to the Work Programme of the Committee, the Secretariat felt bound to prepare for consideration of the Governments some preliminary proposals as a working document. In preparing this document account was taken of the pertinent discussions during the ECLA Port of Spain session, as well as the experience gathered by the ECLA secretariat in the past. Moreover it was considered essential on the basis of a tentative draft, that a team from the secretariat should consult directly with the participating governments about the possible contents of the work programme. As the result of these consultations the secretariat has endeavoured to reflect in this paper the main elements that governments as well as the secretariat felt should be included at the present time, with a scale of priorities to be established by the Committee at its first session.

Without prejudice to the detailed elaboration of the scope and functioning of the Committee to emerge from decisions at the first session, the consultations with member governments appeared to underline the need for action on the part of the Committee and the secretariat in three main spheres: assistance in the promotion of economic and social development, the promotion of better harmonization and co-ordination within the Caribbean sub-region, and between the sub-region and other members of the Commission as appropriate.
It was also generally underlined that in pursuing these efforts the Committee would aid the Commission in discharging its functions with respect to United Nations technical assistance programmes, in particular by collaborating in the initiation and appraisal of these activities in the Caribbean sub-region.
II. GENERAL CONSIDERATIONS

In the first place, it should be borne in mind that a number of the member States of the Caribbean Development and Co-operation Committee form part of an economic community (CARICOM), while others do not belong to any group. For practical purposes, the Committee would initially be made up of the following member states: the Commonwealth of the Bahamas, Barbados, Cuba, the Dominican Republic, Grenada, Guyana, Haiti, Jamaica and Trinidad and Tobago, with Belize and the West Indies Associated States as observers in their capacity as Associated Members of ECLA.

In preparing a work programme past experience in promoting co-ordination in the Caribbean needs to be taken into account. Over the last hundred and fifty years there were numerous attempts by parent countries to set up some form of homogeneous grouping encompassing various entities of the region, but none of these succeeded. In some cases attempt was made to create political units, and in other cases to establish economic blocs. All of them failed, apparently because of their common defect of representing "solutions" designed from outside. Such advances as are now being achieved, are different in that they are based on formulas conceived and designed by the countries of the region themselves to serve their own interests. Whatever the strategies selected for development and co-operation in the Caribbean, it needs to be borne in mind that the solutions should come basically from the Caribbean itself if such strategies are to have any chance of success.

2/ The Caribbean may be defined for the purposes of the present document as the geographical area of the Greater and Lesser Antilles and some adjacent continental countries.

3/ Barbados, Belize, Grenada, Guyana, Jamaica, Trinidad and Tobago and the West Indies Associated States (WISA) i.e. Antigua, Dominica, St. Kitts-Nevis-Angilla, St. Lucia, St. Vincent and Montserrat.

4/ The Commonwealth of the Bahamas, Cuba, Haiti, the Dominican Republic.

5/ In line with resolution 358 (XVI) as Surinam will achieve its independence next November, it will be entitled to full membership in the Committee on admission to United Nations and ECLA membership.
It is also necessary in the light of disparities in size and levels of
development among the Caribbean area countries, that special attention be
given to the development needs of the relatively less developed countries.

Finally, it needs to be borne in mind that the Committee's work
programme needs to be compatible with the common interests which the
Caribbean and other countries of the Latin American region are pursuing
in the global context.
III. SPHERES OF ACTION

Perhaps the most appropriate way of approaching the presentation of a possible work programme for the Committee would be to identify the main problems affecting the majority of the Caribbean countries and to see how the Committee and the ECLA secretariat, with assistance from the regional and international communities, could assist in overcoming these. In view of the special features of the Caribbean countries and the nature of their problems, it is indispensable that the approach should be essentially pragmatic and offer real possibilities for action in the short and medium term.

The majority of the member countries of the Committee lack experience, resources and adequate institutions for the formulation and implementation of economic and social development policies, that can maximise employment oriented strategies. What has clearly emerged from the consultations is that the governments place particular emphasis on structural change and that concerted action will be required within the sub-region as well as from the international community, to provide the necessary impetus and resources for dealing with these problems.

Within this context, in addition to improvements in national programming, stress was also laid on the need to dovetail these efforts with those aimed at greater co-ordination of programming at the CARICOM and also at the wider Caribbean level.

A. Technical co-operation among the Caribbean countries

The willingness of the countries themselves to share their capacities and experience is an essential prerequisite for collective action aimed at substantive changes of mutual benefit. Some of these countries possess an accumulation of human, material and institutional resources which they could place at the disposition of other interested countries. It has been observed that experts from a similar environment frequently give more efficient assistance on account of their familiarity with the common problems of developing countries and their greater capacity of adaptation.
to local conditions. Similar considerations could be applied to the technology available in the countries of the Caribbean sub-region. However, to expedite this process of mutual exchange, stress has been laid on the need to undertake special measures or programmes to overcome language barriers and existing deficiencies in communication, and data gathering and distribution. It was suggested for example, that a technological and methodological data bank covering the sub-region should be established, in close collaboration with the universities and other research institutions. Another example was the need for exchange of technology in low cost housing geared to the lowest income groups in both rural and urban areas, and linked in so far as is possible with community development programmes. Another sphere in which possibilities have been indicated for intra-Caribbean cooperation is that of construction methods and in particular planning as regards infrastructural facilities and the use of prefabricated elements in the construction of dwellings.

Within CARICOM some efforts have been made to secure some forms of co-operation. More recently, some member countries of the Committee have indicated that there are possibilities for such co-operation in the area in the spheres of public health and education, this last with particular reference to the transfer of technology for achieving increases in food production. In the context of mutual co-operation in food technology and food production, it has been mentioned that it would be a good idea to review the possibilities of developing close collaboration between the faculties of technology, engineering and agriculture in the different universities of the area, and also with the Caribbean Industrial Research Institute, the Scientific Research Council in Jamaica and the Institute of Technology at the University of Guyana.

It has been suggested that collaboration among the universities and other research institutions, should be the subject of a special sectoral meeting of the universities sponsored by the Caribbean Development and Co-operation Committee, to be held in Port of Spain, in close collaboration with the United Nations University. The scope proposed for this meeting is that discussion might cover science and technology, the production and
processing of foodstuffs, medical attention (mainly in the area of rural medicine), and education in its relationship to development.

The Committee could also consider the advisability of incorporating in its work programme such activities as the compilation and updating of specific requirements of the Caribbean countries in priority development sectors, the collection and updating of data on the resources available as regards the exchange of technical co-operation among member countries, including training facilities, expert services, consultant enterprises, supplies of equipment, etc. so as to facilitate their utilization of the basis of negotiations among the governments and/or in the stage of the execution of multilateral and bilateral programmes and projects, the definition of areas in which the member countries can provide technical co-operation or take advantage of that offered by other countries under similar conditions, the provision of assistance to developing countries so that they can set up their own systems of mutual technical co-operation.

B. The agricultural sector

The incidence of the present inefficiency in domestic agriculture in the majority of countries in the Caribbean is in no small measure due to the fact that production has been traditionally export-oriented without adequate regard for increasingly pressing domestic food-consumption needs.

There has been significant co-operation by the international community and regional and sub-regional agencies in agricultural matters, but the fact is that - at least in the majority of the member countries of the Committee - domestic food production remains in a serious state of stagnation. This has led to increasing food imports and balance of payments deficits. When, in addition, account is taken of the importance of this sector in connection with variables such as employment, industrial inputs, the use of resources, the level of living of the rural population, the flight from the land to the cities, and even the promotion of tourism, it is easy to understand why this is one of the most important
problems for the sub-region. Harmonious development of the Caribbean sub-region cannot be achieved unless greater effort is committed in this basic sector.

Particular reference was made to the unique research needs of tropical agriculture including genetics, as technology and equipment developed in other climates is not generally applicable. In this regard it will be necessary to study the experiences of some of the member countries of the Committee in specific branches of agricultural and livestock production, and the possibilities of promoting-reciprocal means of disseminating the favourable results obtained in some countries to others which are relatively backward in this sector. Allied to this, is the need to give particular attention to the special problems of transport and storage of food that are accentuated by the Caribbean conditions.

Interest was also expressed in work directed towards wider and better use of appropriate fertilizers, and measures to combat soil erosion and deal with other environmental problems which have long range adverse effects on this sector.

Notwithstanding national efforts at formulation and implementation of rational policies of agricultural development, it will be necessary to study further the experience in co-operation already underway within the framework of CARICOM, in order to identify new areas of co-operation in agricultural production, with the view of developing schemes along the lines of the sorts already under implementation as bilateral or multilateral projects such as corn-soya production between Trinidad, Guyana and St. Kitts on one side and Belize and Jamaica on the other. Moreover a study could be made into the possibility of: i) organizing regional production and industrial processing of crops; ii) bringing together associations of producers of export products for the sharing of experiences and promotion of reciprocal co-operation in the different aspects of marketing of agricultural products; without discounting the possibility of exporting as a group to third countries.
C. The industrial sector

The international and Caribbean agencies have co-operated considerably with member countries of the Committee, but even so industrial activity in the majority of the countries is still incipient. Substantial manufacturing growth is needed to ensure a more rational use of internal resources and stimulate trade among the member countries of the Committee, while at the same time seeking suitable methods for correcting the external disequilibrium by means of import substitution and the expansion of exports to countries outside the area.

Considerable stress was laid on direct linkages between agriculture and industry to achieve a satisfactory structural balance, particular reference being made to agro-industries and forest-based industries.

A first action by the Committee in this sector could be to review the different degrees of industrialization in the member countries so as to identify areas of complementarity and mutual co-operation. The results of the study could serve as a basis for formulating future action plans of far wider scope, such as possibilities for harmonization of the industrial policies of member countries or groups of countries with comparable levels of development, keeping in mind the need to promote industrialization of the relatively less developed countries.

Consequential to these efforts would be the formulation of a sub-regional energy programme which could include development of present energy sources, supplemented by other types (solar, nuclear and wind) as may be feasible, and the pooling of efforts at the technical level. A further consequence would be a more comprehensive identification and utilization of indigenous raw materials, with a view to the adoption of appropriate raw materials policies.

Another area of co-operation could be the preparation of feasibility studies on the setting up of multicountry Caribbean enterprises to exploit specific natural resources such as bauxite, nickel and petroleum based fertilizers to achieve a higher degree of processing.

D. The
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In the basic sectors of agriculture and industry the need for employment creation has been repeatedly stressed.

Although in comparison with the rest of Latin America population growth rates are not very high in most countries of the Caribbean, many also suffer from such problems as high population densities, internal migration with excessive tendency to urbanization, the "brain drain", inadequate educational facilities and labour training programmes, irregular family situations, deterioration of housing and proliferation of shanty towns, inadequate water supplies, insufficient drainage facilities and public health services, and high rates of malnutrition.

Without underestimating either the internal efforts already made or the magnitude of those still to be undertaken in tackling this complex range of problems, it has been suggested that the Committee might wish to concentrate its attention, initially, in such areas as labour, migration, urbanization and education, seeking the collaboration of the Caribbean academic centres and the appropriate international agencies.

As regards labour, taking into account work already in progress, research would be required in non-demographic aspects such as demands of labour force in different economic organizations e.g. peasant economy, plantations, manufacturing; wages and/or income obtained through employment and/or self-employment; interest groups involved and their bargaining power.

Concerning migration, studies need to be undertaken on intra-Caribbean migration of the labour force, short term migration with official sponsorship, and long term migration including the legal implications and prospects. Enquiries into problems of urbanization should not overlook the relations between the countryside and the Caribbean seaports, while aspects such as the used of mass media to promote Caribbean cultures, and to adapt consumption patterns to the circumstances of the region fall within the scope of education policies. Apart from the mass media, it is evident that behaviour patterns of visitors from high income countries has also affected local consumption patterns.

E. Tourism
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For many years tourism was considered as a source of foreign exchange earnings which helped to offset the balance-of-payments deficits of the Caribbean countries. However, recent studies would appear to cast doubts on this, since they show that a large part of the consumer goods and industrial inputs required to satisfy tourist demand are imported, while a large proportion of tourist earnings returns to the metropolitan countries in the form of profits, interests on investment, commissions and royalties, leaving only a small remainder for services and the sale of some artisan-type products. The very substantial existing investments in the hotel industry and other installations designed to attract foreign tourists, plus the labour employed in this sector, make it necessary to devote resources to improving its operation and its contribution to the economy in general. It is considered necessary to formulate multicity tourism development strategies and projects which will ensure an increase in the number of visitors on the one hand, and the increasing replacement of imported inputs by local products on the other. Since most of the tourism to the Caribbean comes from the United States, Europe and the British Commonwealth countries, it would be advisable to study programmes designed to promote tourism from the rest of Latin America to the Caribbean and vice versa, with a view to stimulating trade and improving mutual acquaintance and sentiments of mutual solidarity and co-operation. Lastly, consideration should be given to the protection of the environment, so as to prevent tourist facilities for foreigners from dislodging the national population from their own centres of attraction. Another problem is that of sales of land adjoining beaches to retired persons from the metropolitan countries.

F. Maritime transport and related services

A very crucial integration problem for the Caribbean in comparison with other sub-regional groupings, is the fact that nearly all the member countries of the Committee are separated by varying expenses of
sea. An efficient shipping service between them is thus and indispensable prerequisite for the success of any integration effort. A considerable amount of technical co-operation has been provided in this respect, as well as in the improvement of installations and equipment and of port organization; but unfortunately the area of inter-island shipping by schooners which handle the bulk of trade, especially of agricultural goods between the smaller islands and the rest of the Caribbean has not yet received the special attention it should normally deserve.

The Caribbean multinational Merchant Fleet could be the basis for solving some of the problems put forward, but there are others for which the Committee's action would be required. These include in the first instance a thorough study of the inefficient, irregular and inadequate shipping service assured by schooners or coastal-vessels among the smaller islands and between them and the rest of the Caribbean with the view of proposing for implementation a rational shipping scheme of suited and adequately equipped coastal-vessels to complement the multinational Merchant Fleet in the work of transhipment. The co-ordination of these services with the W.I. Shipping Corporation activities is a primary area for action.

They should also include protection vis-a-vis unilateral decisions by the shipping conferences on freight rates and services, the formulation of a common shipping policy aimed at harmonizing the legal provisions on shipping, the promotion of the establishment of sub-regional transport users' councils and associations and machinery for consultation between these and the shipping conferences, and the improvement and harmonization of port development policies with a view to bringing up to a proper standard the installations, equipment and methods of organization and operation of port installations. Among other problems to be faced are the introduction of new unitarized systems of cargo by transnational enterprises, along with the reorganization of insurance, customs and other activities in line with these systems.
G. Marine resources

Some member-countries of the Committee have expressed their strong interest in the more rational development of the fishery resources of the Caribbean as among other things it would contribute to a considerable increase in the supply of low-priced protein-yielding foods, with the double advantage of replacing imports of high-cost meat products and helping to lower the cost of basic subsistence and increasing the nutritional levels of the majority of the population. In addition to this, the well-conceived development of fisheries could provide new products for export outside the area and employment in the fisheries themselves, in the processing and packing of marine products, the construction and repair of fishing vessels.

As there are other resources involved, concern was expressed in terms of environmental protection of the Caribbean and its shore line from such dangers as oil spillage and the adverse effects on fisheries. It was pointed out too that there is little information about the availability of fish, methods of reaping fish, and processing at sea. It was suggested that the Committee might help to catalyse the approach to fishing and the exploitation of other resources of the sea. In this connection it has also been proposed that a special meeting be organised under the auspices of the Committee to deal with questions related to the Law of the Sea and its various implications in the area, possibly with a view to a special regime for the Caribbean which would enable the countries to protect their basic rights and essential economic interests as regards marine resources.

H. Regional co-operation

In resolution 358 (XVI) the Commission reaffirmed the importance of economic co-operation and integration as one of means to achieve economic and social progress in the area. In this connection the Committee might wish to determine in its work programme the research and studies required to complement integration efforts already under way in the sub-region. This might include studies that could facilitate member
countries not belonging to CARICOM to take decisions on forms of closer co-operation between themselves and with the Community; and could vice versa help members of CARICOM to decide on the advisability of expanding CARICOM or creating some other form of association with the other Caribbean countries.

This could also take the form of organization of markets within the sub-region aimed at expanding intra-regional trade, including the promotion of import substitution at the sub-regional level with adequate safeguards.

In addition, the resolution requests the Executive Secretary of ECLA "... to undertake studies and promote initiatives designed to strengthen co-operation between the other member countries of ECLA and integration groupings of countries of the Latin American region with the Committee... especially in the case of those countries within the area of action of the ECLA offices in Mexico and Bogotá." This reflects some of the concerns which have been growing up in recent years regarding the possible linking-up of such sub-regional Latin American groupings as CARICOM, the Central American Common Market and the Andean Group.

To date, proposals about these two aspects have been of a preliminary nature and have involved outlines of studies which would make it possible to stress the points where such a link would appear to be most promising and to quantify the magnitude and type of resources required for such projects as may be considered most feasible.

In view of the mandate given in resolution 358 (XVI), the Committee might consider it a good moment to bring up this topic and invite the member countries to express their opinions on this subject so as to give the secretariat a basis for programming future activities in this area.

During their first stage, these activities could be directed at the preparation of comparative analyses of the three integration schemes mentioned; the examination of alternative development options or prospects, and the encouragement of mutual co-operation among them so as to seek targets which would help to make the most of the multiplier effects and the momentum of their integration efforts.
I. International Trade

One of the most serious problems of the majority of Caribbean countries, is the external bottleneck, which stems from their high imports of consumer goods, while the production and export of primary products is in most cases in the hands of big enterprises in the industrial centres which reinvest only a small percentage of their profits in the countries.

As far as CARICOM is concerned the increase in intra-regional trade and in the substitution of imports from outside the area is a step towards relieving the bottleneck but most of the external trade of its member countries continues to be with nations overseas. This possibly explains the growing interest in seeking ways of diversifying and expanding its trade relations with other countries of the area in order to further promote exports and increase the volume of import substitution and thus facilitate change of the traditional pattern away from undue influence of transnational companies. As it may be assumed that the other member countries of the Committee would have similar interests, the work programme could include an analysis of the external trade of all the member countries of the Committee so as to identify areas in which it would seem possible to increase reciprocal trade. It would also be necessary to study tariffs, customs and external trade procedures, and other related aspects, with a view to harmonization or simplification of trade.

A further task would be the determination of trade obligations and commitments to third countries separating out those of an extra-regional character, e.g. those that may be derived from the GATT, and from the association of some of the countries belonging to the subregional integration groups with countries or groups of countries outside the Latin American region. This would serve to clarify the situation as regards obstacles that may be in the way of the co-operation process which may derive from those types of extra-regional relationships and commitments. The preceding tasks should also be viewed in the light of the specific problems being faced by Caribbean countries as regards their traditional items of exports, and the need to preserve or to seek favourable treatment for those commodities abroad.
J. Natural disasters

The Caribbean countries often suffer the effects of natural disasters, mainly hurricanes, which cause great loss of life and severe damage frequently equivalent to a large proportion of the gross regional product. In addition to the assistance that the Committee as well as the Commission could endeavor to promote within the United Nations family, it is considered necessary that the prevention of the adverse effects of this type of phenomenon should be included as an extra element in development plans, policies or strategies of member countries. It is also considered necessary to set up a sub-regional network of early warning systems so as to be able to alert the population in time. The combined improvement of meteorological and telecommunications systems is a key factor in this respect.
Annex 1

358 (XVI) ESTABLISHMENT OF A CARIBBEAN DEVELOPMENT AND CO-OPERATION COMMITTEE

The Economic Commission for Latin America

Recognizing that special attention must be paid to the needs of the Caribbean countries in the light of their special historical, geographical and cultural identity,

Recognizing that these countries have inherited similar economic structures and problems,

Stressing the importance of paying particular attention to the needs of the less developed countries of the region,

Reaffirming the importance of economic co-operation and integration as one of the means to achieve economic and social progress in the area,

Recalling resolutions 288 (XIII) of 19 April 1969, 305 (XIV) of 6 May 1971 and 331 (XV) of 30 March 1973 concerning the sub-regional office of ECLA in Port of Spain,

Reaffirming the need to maintain and strengthen Latin American co-ordination and solidarity,

Considering that the achievement of the aspirations of the countries of the Caribbean, within the framework of Latin American co-operation, can make a positive contribution to the economic development of Latin America,

1. Invites the Governments of the countries within the sphere of action of the ECLA Office in Port of Spain and the Governments of Cuba, Haiti and the Dominican Republic and other Caribbean countries as they achieve independence, to form a committee on development and co-operation, composed of Ministers of Economic Affairs or persons appointed by them, to act as a co-ordinating body for activities relating to development and co-operation and as a consultative organ of the Executive Secretary of ECLA;

2. Requests
2. Requests the Executive Secretary of ECLA to co-operate with the Governments concerned on matters within his competence which are of concern to these countries;

3. Also requests the Executive Secretary to undertake studies and promote initiatives designed to strengthen co-operation between the other member countries of ECLA and integration groupings of countries of the Latin American region with the committee referred to in paragraph 1, especially in the case of those countries within the area of action of the ECLA offices in Mexico and Bogotá;

4. Invites the Secretary-General of the United Nations, as well as the Administrator of the United Nations Development Programme, to bear in mind the additional responsibilities assigned to the sub-regional office in Port of Spain and the projects in connection with the work of the new Committee and the action referred to in paragraph 3.

192nd meeting 13 May 1975