

**INDUSTRIA MARINER CRIBAS MEXICO**

# strategy for the caribbean countries during the third development decade

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## THE MANDATE OF THE MEETING OF EXPERTS

At its fourth session, held in Paramaribo, Suriname, from 21 to 27 March 1979, the Caribbean Development and Co-operation Committee (CDCC) adopted resolution 5(IV) which stipulates in its operative paragraph:

“That the Executive Secretary of CEPAL, in consultation with member governments, convene a meeting of experts of the countries of the CDCC, before the next session of the Committee, to which the report of the meeting of experts would be submitted, with the purpose of evaluating the principal trends and characteristics of the economic and social development of the Caribbean, including the external factors affecting it, as well as its projections, thus enriching the contribution that the countries of this region are called upon to make with regard to the formulation and implementation of the new international development strategy that will effectively lead to the establishment of the New International Economic Order”.

In pursuance of this mandate, the Meeting of Experts of CDCC Countries on Strategy for the Third Development Decade was held from 19 to 21 May 1980 at the Headquarters of the Caribbean Development Bank in Bridgetown, Barbados. At the opening ceremony, statements were made by Mr. Silbourne St. A. Clarke, Director of the CEPAL Office for the Caribbean; Mr. William B. Demas, President, Caribbean Development Bank, and Mr. Enrique V. Iglesias, UN Under-Secretary-General and Executive Secretary of the United Nations Economic Commission for Latin America (CEPAL). The meeting was officially opened by the Honourable H. de B. Forde, Minister of Foreign Affairs of Barbados, who commented on the outcome of the development strategies in the 1960s and 1970s and, in placing emphasis on collective economic self-reliance and collective security as important concepts for the 1980s, enumerated several formidable problems which will also have to be tackled. The text of the Foreign Minister's address is appended as Annex II.

After discussing the principal trends of social and economic development in the Caribbean that are important to a broad strategy for development in the decade of the 1980s, the Meeting approved the draft Strategy which is reproduced below. The participants recommended that it be placed not only before the Fifth Session of the CDCC (Kingston, Jamaica, 4-10 June 1980), but also before the Second Meeting of Caribbean Planning Officials (29 May-2 June 1980).

In his statement at the opening ceremony of the Meeting, the Executive Secretary of CEPAL, Mr. Enrique V. Iglesias, outlined the background to the issues under discussion and recounted the steps which had already been taken within the United Nations.

He recalled that at its thirty-third session the United Nations General Assembly had agreed to the preparation of a New International Development Strategy for the 1980s. In resolution 33/193 of January 1979 it established the guidelines on which the Strategy should be based and set up a Preparatory Committee which would be responsible for preparing a draft resolution for consideration at a Special Session of the Assembly, to be held in August 1980.

The Economic Commission for Latin America (CEPAL), at its eighteenth session in La Paz (April 1979), adopted resolution 386 (XVIII) on contributions by CEPAL for the formulation of the New International Development Strategy, which requested the secretariat of the Commission to actively support the Latin American

Group which would participate in the work of the Preparatory Committee and to prepare a regional action plan aimed at instrumenting the implementation of the New International Development Strategy in Latin America.

In accordance with these mandates, he noted, the Commission had collaborated actively with the Latin American Group in New York through documents and notes in which it had put forward the secretariat's ideas as regards the goals and objectives, policies, instruments and appraisal machinery which the new IDS should contain. He pointed out that there was already recognition that although the IDS expresses an international commitment to support faster development for the developing countries, during the first years of the present decade the main efforts to achieve that higher level of development must come from the developing countries themselves, for the developed ones were still facing the consequences of the world-wide crisis and concentrating all their attention on their own internal economic and social problems.

The Latin American region had already defined the main issues and problems which should be considered in the regional strategy for the 1980s. In that respect, it was necessary to bear in mind the diversity of countries which comprised the region and the rapid political changes occurring in it, both of which aspects were important to the design of a comprehensive and realistic strategy. On the other hand, it was important to examine past trends and on that basis to foresee the future policy orientation.

In the past, the Latin American region had experienced relatively impressive economic growth surpassing the targets set for the Second Development Decade. Moreover, it had experienced important social changes in such fields as health, education, and public sector management, although the traditional problems of poverty, unemployment, etc., persisted. Regional co-operation had improved, albeit through different ways from those of formal integration, and the internationalization of the regional economy had increased. Within that context, the Latin American region faced several challenges in the 1980s, among which the most outstanding were (i) to improve the efficiency of the economic system; (ii) to increase economic growth; and (iii) to lessen the region's external vulnerability.

To cope with those challenges, the regional strategy must consider fields of action such as the mobilization of internal resources and the strengthening of international relationships on the basis of a change in the world structure, as a condition for the establishment of a New International Economic Order.

## **A STRATEGY FOR THE CARIBBEAN COUNTRIES DURING THE THIRD DEVELOPMENT DECADE**

### **I. THE BACKGROUND TO CONSIDERATION OF THE STRATEGY**

#### **(a) The meaning of development in the Caribbean countries**

The Caribbean countries share certain common characteristics which are responsible for the specificity of the process of development they are experiencing and of the perspectives open to them. Due to the size and structure of their economies these countries are in a weak position to control the rate of expansion of their productive systems. A development strategy suitable to their circumstances de-

mands a peculiar emphasis on enhancing the sophistication of the inputs into the process, while establishing mechanisms for the adequate distribution of the outputs.

Projected structural transformations in their internal organization must therefore be primarily geared toward the achievement of a more equitable society rather than merely a wealthier one. Without the achievement of more acceptable levels of equity, there are few possibilities of achieving sustainable growth, although recognition also has to be given to the alternative that without some growth, acceptable redistribution will be very difficult to achieve.

The pursuit of development from this angle, in a context historically unsympathetic to self-reliance and self-determination, rests on the possibility of achieving significant advances in:

- the reorientation of education and the circulation of ideas in society;
- the development of technological capabilities which will enable the level of the technology in use to be upgraded;
- the optimum utilization of human and natural resources to tackle issues such as job satisfaction, full participation of women in the development process, and environmental considerations;
- the achievement of structural transformation which allow for a high degree of productive flexibility (that is to say, a self-propelled ability to introduce shifts in production in response to regional and international demands);
- the expansion of the quantum of socially available capital.

The expected outputs, which are obviously interdeterminate with these factors, can be disaggregated as: satisfactory basic levels for food, health, clothing and housing; enhancement of the intangible elements for progressively raising the quality of life; and mechanisms which do more to facilitate control by people of their own destiny.

As far as this sub-region is concerned, a suitable strategy for development implies, then, the skillful management of these different aspects, each of which is endowed with a specific dynamic of change, and the implementation of which requires a series of institutional innovations. Most significant, both the ends and the means of development in the Caribbean setting demand some form of planning, and that planning must bear heavily on the participatory aspects of the exercise.

### **(b) Role of geo-historical factors**

The Caribbean society derives from a set of small islands or island-like economies set up during the golden age of the plantation system, to satisfy the requirements of metropolitan countries at the early stages of their process of capital accumulation.

On the one hand, the pattern of plantation development was accompanied by "balkanisation" of the Caribbean. Smallness was then an asset, since it eased political and administrative control and facilitated implementation of the metropolitan model of development. Relations between one island and another were secondary to the bilateral hold of the colonial powers, and in this context the Caribbean Sea became the battlefield of others' rivalries. On the other hand, the fully-fledged monoproduktive systems could only materialize by minimizing the efforts of the domestic populations to cater for their own needs, which in turn generated the pattern of total economic dependency.

Few social relations could be established between the different social classes, aside from the basic power relations of colonialism, under a kind of constant or

potential military occupation. A segmented Caribbean society evolved, with, within each country, profound cleavages in its stratification and a system of group differentiation based on an overlapping of class, race and culture. That initial pattern of insertion of the Caribbean in worldwide relationships and the subsequent military prerequisites of this insertion resulted in total external orientation of the sub-region. A few countries and some minority groups managed to modify this situation for a time, but they were brought back to the international context through military conquest, then called occupation. External dependence became generalized. The monoculture productive systems were linked to metropolises, so that within the Caribbean lack of linkages at the national and regional levels became a permanent structural characteristic, while at the same time the distances between social groups became greater and greater.

Rearrangements of Caribbean productive factors during the present century took place under external ownership and control of the most dynamic sectors of the economy. The world-wide transformation that came with the development of transnational corporations also had its impact in the Caribbean, where these corporations gradually cornered the viable local resources and owned the economic ventures linked to the trade sector.

In this context genuinely Caribbean institutions, economic or otherwise, could not deploy their potentialities fully and respond to local needs. It took the world crisis of the 1930s to set in motion the forces for changes oriented towards self-determination, either in opposition to colonization or to military occupation. The gradual increase in domestic control of internal political processes opened the way for some reorientation on the part of local governments. An effort to cater for local demands with local resources and to achieve some degree of legitimization was initiated. Political imposition started to regress or to select more oblique means.

The legacy of colonization on military occupation impinges heavily on the instrument of change available to Caribbean governments in the present context of modified extra-regional orientation. Most of the local elites have been socialized within external political and economic dependence, and within educational systems set up to respond to the requirements of the metropolises. The inequalities and prejudices characteristic of the previous situation, including the inappropriate educational systems, have remained prevalent beyond their *raison d'être*.

## II. THE PRESENT CRISIS IN CARIBBEAN EVOLUTION

### (a) The situation in 1970

At the beginning of the last decade, the Caribbean found itself in a state where neither the inherited economic pattern of lack of economic diversification, absence of sectoral linkages, and heavy reliance on imported food and consumer durables, nor its built-in inequalities, had been modified substantially. Some expansion of traditional agricultural exports could be noted, together with a growth in tourism, and together with exports of bauxite, alumina, petroleum and petroleum products, mainly in unprocessed or semi-processed form, these accounted for the bulk of hard currency earnings. Some progress had taken place in establishing manufacturing sub-sectors, mainly for national markets. The reliance on imported food was increasing and the need for external financing growing ever more pressing.

Parallel to that gloomy picture, consumption aspirations and patterns of consumer tastes inappropriate to the local resource base and to the productive capacity of the economies were developing, especially among the urban middle classes. The expansion of an already inappropriate system of formal education was no less significant than the increasingly dysfunctional nature of the mass media, particularly television.

Among the under-privileged, nonetheless, resistance to outward-inspired social changes was being expressed in significant outbursts of social unrest. Prospects for serious civil disturbances appeared, while the outflow of trained people from the Caribbean continued unabated, affecting the most varied social strata.

### **(b) The position during the 1970s**

The 1970s was marked by a variety of external situations that affected the economies of the Caribbean. Adverse terms of trade, the monetary crisis with seriously fluctuating exchange rates, shortages of food imports, all had their impact on the sub-region. Generally speaking, the rates of economic growth slackened throughout the Caribbean. Those countries which had better growth rates depended heavily on a rapidly expanding tourism sector or on petroleum. Serious balance-of-payment problems arose, and in the circumstances cannot be regarded as temporary. Imported inflation, worsening of the terms of trade, and in some cases increasingly serious debt service problems further aggravated the situation. Heavier dependence on external sources of finance and official aid became an unavoidable necessity, and the impact on internal economic and political stability of the conditions in which such funds were obtained began to assume unprecedented significance.

The most traditional sector of the Caribbean's inward-oriented activities, the production of food on family farms, could not keep pace with demand, and by the end of the 1970s the region became a net importer of food. Even the limited economic growth that was achievable suffered setbacks due to unfavourable climatic conditions affecting several countries (drought and floods, hurricanes and even volcanic eruptions). With growing unemployment, underemployment and manifest dissatisfaction, the processes of out-migration grew uncontrollably, in spite of increased restrictions by the recipient countries. Finally, there were signs of intensification of political crimes and arson.

The 1970s also evidenced a series of inadequate responses in terms of the quality of national economic management. The countries were not only unable to face adverse developments, but there existed no leeway to share misfortune and lessen its ravages.

In summary, the definition and description of the Caribbean and its present economic and social conditions was that it consisted of a set of fragmented and balkanised small island or island-like economies which:

- were at a stage of unbalanced and socially unsatisfactory semi-development,
  - were going through a severe crisis due to the cumulative interaction of conflict-prone ingredients,
  - were all, by history and by culture, plural societies with complex and intermingled lines of cleavage,
- and which were motivated by aspirations and currents towards:

- (a) rapid economic progress,
- (b) social equity and better cohesiveness,

- (c) profitable self-determination,
- (d) deployment of their original specific identity.

**(c) The present crisis**

There have been no specific developments contrary to those evident during the 1970s that would seem to indicate any change in the adverse circumstances affecting the Caribbean. On the contrary, the presently available indicators suggest that the situation has worsened. The sub-region is faced with a pattern of frequent increases in the real price of oil, which at each step leaves less for procurement of materials for sustaining production in agriculture and industry, and there is the continuing prospect of further deterioration of its terms of trade. This combination heightens still more the dependence on external financing. Without some new inflow of concessional funds the prospects are that as the balance-of-payments situation deteriorates, there will be a further increase in the already burdensome external debt.

The restraints that curb production in the face of rising demand, coupled with high import prices, will stimulate a continuing high rate of inflation and even higher levels of unemployment will affect more and more Caribbean countries. As a world food shortage looks probable, still further problems can be expected. Given the present orientations, there are few prospects for expansion in the domestic and export agricultural sector, while the manufacturing sector will experience more and more difficulty in expanding its capacity, and even in maintaining the present levels of performance.

**(d) Internal forces for change**

Among the underemployed, new elements are becoming evident throughout the Caribbean. Thus, the ranks of the resourceless unemployed are being swelled by increasing numbers of school-leavers, anxious to express themselves and to realize their potential. In addition, Caribbean women are no longer prepared to stay away from meaningful activities. On the other hand, the trade unions undoubtedly have the understandable intention of safeguarding the interests of their affiliates to the best of their ability.

Migration has traditionally been a safety valve for the Caribbean, but the measures taken by the developed countries to restrict the flows of legal migrants, in the face of a widespread economic recession, will most certainly be extended. It is difficult to foresee a continuation of the present high rate of population outflow from the sub-region. Thus, within the countries the need to make more room for a surplus of manpower not susceptible of massive exportation will be a further problem on top of the increased exposure to the disparities in income distribution and greater pressure for change.

The unemployment affecting school-leavers will enhance the demand for educational reform, as the inability of vocational schools to deliver graduates capable of finding employment will increase the pressure for a higher degree of adaptation of the school system to the characteristics of the local societies. Similarly, articulated demands for the development of cultural and ideological pluralism will require changes in the substantive orientation of the curricula. Willingly or unwillingly, the whole system of socialization will have to reckon with demands for more relevance to the total environment.

Parallel to the crisis in the social systems brought about by the impacts of adverse external factors and the weak capacity of local institutions to respond creatively to these impacts, however, favourable developments are taking place which make possible better organization of the societies. The basic difference between the colonial condition and that of independent country resides in the nature of government. Government, and within its administrative machinery the ministries responsible for development planning and foreign affairs, is still in its infancy in the ruling of the Caribbean, due to the fact that unlike colonial governments (or governments of occupation), the new governments have to rely on some degree of legitimization and acceptance. They must try to meet local needs with local resources. There is room indeed to enhance the efficacy of the instruments of government, but the mere accession of the countries to independence is setting in motion the most powerful internal force of change.

A moot question is the capability of the Caribbean society to respond adequately and creatively to the demands for change. Certainly better national planning and national economic management will be needed not only to competently handle the short-term problems, but also to anticipate and solve the medium-term and long-term problems. To achieve relevance such planning must realistically incorporate the social groups, for without their participation there will not be effective solutions.

No less important is the urgent need to improve the efficiency of management in the public sector. This deficiency is immediately apparent in the islands of the East Caribbean, and is evident even in the bigger countries that have larger pools of trained personnel.

#### (e) Challenges

From its first insertion into the world community up to the present day the Caribbean has been the battlefield of the great powers. After the first period of slavery plantation, interference has been basically of a political nature. Generally it has not entailed any substantial modifications of the totally outward-oriented nature of the economies, and therefore has not stimulated important investments capable of sponsoring a process of integrated development. The ability of the Caribbean to cope with this situation, if not to put an end to it, will very much determine its development during the 1980s.

The fragility of Caribbean economic and social structures and their small capacity to withstand external economic pressures pose special demands for new approaches to national planning. Variables located in the international environment have an impact on nearly every aspect of the economic structures; even domestic food production systems have to compete with the advances realized by transnational corporations. The arrangements of local productive factors cannot keep ignoring levels of productivity in far more advanced and complex economies.

At the intra-regional level the fragmentation that derived from allegiance to different metropolitan countries, resulting in the total absence of relations between Caribbean countries, imposes the need to forge formal and informal schemes of intra-regional co-operation. Such co-operation can materialize only through practices which are contrary to the colonial tradition. The approach must be innovative, with the purpose of using the sub-region's resources to better effect. This is nowhere more clearly exemplified than in the priority projects to create infrastruc-

tures for intra-Caribbean communications within the current financial capabilities of the Caribbean countries.

In the global perspective, many problems that confront the Caribbean are also being experienced by other developing countries, and it is recognized that massive transfers of real resources to Third World countries are necessary to bring about a substantial change in the situation. Sharing in such transfers would ease the problems facing the Caribbean. At all events, given the high dependency of its economies the sub-region must mobilize external resource flows, either from multilateral or bilateral sources. The alleviation of the balance-of-payments situations caused by rising energy prices is a matter of urgency, and solutions must also be found whereby the net amount of foreign exchange earned or saved per unit of productive output can be increased. Raising agricultural production is a primary challenge in this respect, although it is only part of the larger challenge of raising the level of self-reliance of the Caribbean countries. In short, the present decade requires advances from economic dependence to a situation of greatly improved capacity of the countries to react creatively to changes in the external environment.

For this to be achieved, particular attention must be given to areas of priority action such as the exploration of hydrocarbons, the development of new and renewable sources of energy, and the realization of substantial increases in food production. These underlie the possibility of creating productive jobs and providing meaningful employment for the population, and they call in turn for structural changes in those systems of education and training that presently service the unsatisfactory production systems.

The range of concomitant lines of action raises for each government in the sub-region the formidable task of establishing adequate priorities and proper sequencing of measures, eschewing the inclination to rely on day-to-day expedients.

#### **(f) Assets of the Caribbean countries**

Considered as a sub-regional entity, the Caribbean countries do have important quantitative and qualitative assets in terms of human resources, natural raw materials and geopolitical location.

The human resources, in spite of present inadequacies in several respects and inadequate utilization, compare favourably with those of many Third World countries, both as regards size of population and qualifications of the labour force. In addition, the sub-region is endowed with a rather diversified set of natural resources, among which forestry, hydroelectric potential, petroleum, natural gas, bauxite, copper, sugar, coffee, bananas and maritime resources form a by no means exhaustive list.

Furthermore, the geopolitical location of the Caribbean is itself an asset. Situated between the land-masses of North and South America, it is uniquely suited for the production of services, and this is not limited just to tourism. Some of the most important maritime transportation routes pass through the Caribbean, not just between North and South America, but also between Asia, Europe and Africa and the east and west coasts of North and South America. Eventually, control of the geopolitical location could well become the Caribbean's greatest asset.

Moreover, inasmuch as the process of "balkanization" is being gradually reversed as the efforts towards intra-Caribbean co-operation gain momentum, it must also be recognized that the exploration of commonalities and complementarities is only at its initial stages. Sub-regional co-operation allows for the exploita-



tion of a host of international instruments of aid and assistance in directions consistent with Caribbean choices. At the sub-regional level, such co-operation multiplies the availability of human resources and of scientific and technological knowledge indigenous or adapted to the circumstances of the Caribbean. Finally, at the national level, even the ideological and cultural pluralism of the sub-region increases the range of tested alternatives of solutions.

Important advances in the development of inter-sectoral and intra-sectoral economic linkages and in the implementation of a regional policy of imports substitution are in the making through the process of co-operation. The possibility of creating Caribbean multinational enterprises, of aggregating producers and exporters from different countries and of negotiating jointly with the rest of the world will, as the processes evolve, reduce the vulnerability of the area.

Participation in institutions operating in the wider Latin American context (SELA, GEPLACEA) and special relations with other Latin American sub-groupings of countries (the Andean Group, the Central American Common Market) likewise offer opportunities to reduce the vulnerability of the Caribbean. Associations with other Third World countries in the ACP and the Group of 77 should also assist in improving the protective shield against negative external influences.

#### (g) Planning and national economic management

In the face of the present crisis, serious consideration must be given to questions of national and sub-regional control of the total social, economic and natural environment in which the Caribbean is evolving. There is a need to further a range of forms of voluntarism which, giving due account to the size and structure of sub-regional societies, will rest on a definite search for higher levels of consensus.

Planning activities will undoubtedly take various shapes, from central planning to management of resources within open market relationships. But in all cases the processes will demand, together with a high degree of flexibility and due attention to the international scenario, increasingly sophisticated resources of knowledge and abilities. In view of the specificities in the very definition of the development process which suits the Caribbean, there will be a need to monitor more closely internal and external changes, to develop specific instruments of measurement and ranking, in order to increase the efficiency of management and optimize the control over an elusive environment.

Beyond the problems of investments, adequate combination of productive factors and expansion of the productive capacity, the key to planning during the 1980s appears to be summarized in the word *negotiations*: negotiations in the international fora and negotiations in the national contexts. To be effective, the plan or its substitute must gradually become the net result of a concerted action of society, based on collective choices and determination to achieve self-reliance, in spite of the severe pressures of limited financial resources. The plan will then be an instrument of arbitration in the search for equity.

The success of this arbitration will depend on the degree of efficiency achieved by the managers in the public sector. To attain high efficiency they must harness all the inputs in the departments and ministries of their administrative machinery. And even more, they must provide for the systematic training of government employees, particularly in the less developed countries. There is no denying the fact that for these small and independent nations the first line of defence will be knowledge.

### III. OBJECTIVES AND TARGETS OF THE 1980s

Against the background of the challenges that face the Caribbean countries, the particular meaning of development in the light of their situations, the specific demands that are increasingly made on them, and the steps that need to be taken in order to meet such demands, it is feasible to enumerate a range of objectives and targets for the decade of the 1980s. The five most important of these are:

- (a) to make fuller and more efficient use of all the Caribbean's natural and human resources and to increase the social efficiency of the economy, including its institutions;
- (b) to raise the quality of life of the masses of the people and to create productive employment for all, including women;
- (c) to involve the people more fully than in the past in economic and political decision-making;
- (d) to bring about a more self-reliant and less dependent type of economy. This could be achieved irrespective of the relative weight of "inward-looking" and "outward-looking" development strategies;
- (e) for each country to set its own quantifiable economic and social targets within this general orientation, taking into account its own national objectives and targets and the resources available to it.

Quite clearly, item (a) will involve the implementation of an aggressive policy of science and technology development, supplemented by an adequate policy of information and dissemination. Inherent also in this is the upgrading of methods and mechanisms for the mobilization of human resources, including an increase in the abilities normally used as inputs in the development process and the harnessing of under-utilized human resources such as local traditional institutions and women's creativity. Another aspect is the implementation of a population policy which encompasses the determinants and consequences of migration flows outside the Caribbean and between the Caribbean countries, as well as the resettlement and colonization of unoccupied Caribbean lands.

Central to any suitable strategy for the Caribbean, is the enhancement of the quality of life of its peoples, which is mentioned in the second item. That large sections of the population feel there is need for improvement in their well-being, feel the urge for greater fulfilment and require the satisfaction of achievement is signalled by the disaffection and dissatisfaction evident through the Caribbean. The chronic situations of unemployment and under-employment will have to be tackled frontally, for experience leaves open to question the effectiveness of indirect methods.

Inevitably, these approaches are not feasible without the willing involvement of the people concerned, whose participation must be active at all stages if the prime objectives are to be assured. Popular participation will also make easier the enhancing of social cohesiveness through cultural policies and mass communication policies which foster the deployment of cultural pluralism, tolerance, mutual respect and understanding, social articulation between the elites (especially the intellectual elites) and the masses, and between the different social groups.

With greater social cohesiveness in the society and free participation in its process of planning and plan implementation, there would be an adequate framework for developing the flexibility of response that the Caribbean countries must attain. It would also be an environment in which a better balance could be struck

between the internal and external orientations within each country, in accordance with its own choices and capabilities. Thus, the goals of reduced dependency and greater self-reliance are brought closer; but this can only be maintained by continually upgrading the capability of Caribbean governments to negotiate with the external world, and increasing the capability of the productive sector to respond to changes in the international market. Part of this process must be the creation and utilization of the new mechanisms for intra-Caribbean co-operation.

But underlying all this is the vital need to increase the efficiency of the public service in bringing about social and economic transformation, so that each country can adequately set its own quantifiable economic and social targets. For it also must be realized that there will be reactions to any process by which Caribbean countries can free themselves from the classical interference in their own affairs and strive for a more equalitarian society. This very fact will exacerbate the vigilance and rivalries of the international economic and political forces, and create new challenges for self-reliant and self-propelled development in the sub-region.

#### IV. POLICIES, MEASURES AND ACTIONS

The policies, measures and actions that emerge from the above considerations are best stated in summary form. They fall into three broad groups relating to external relationships of the governments, economic planning and management, and social planning and articulation.

##### A. Strengthening of Caribbean bargaining power

1. Strengthening of international institutions which channel Caribbean aspirations:
  - active participation in the Group of 77, the ACP Group, and negotiation of acceptable conditions for external financing, especially as regards preferential oil prices. Negotiation of preferential treatment for the Caribbean if a global solution for non-oil-producing countries of the Third World does not materialize.
2. Strengthening of regional and sub-regional institutions for co-operation (SELA, GEPLACEA, CDCC, CARICOM, CDB, WISA/ECCM):
  - adoption of measures to ensure the operability of sub-regional mechanisms for co-operation (CCST, Caribbean Information System, Restricted Postal Union, CIC); and creation of new mechanisms for the development of social sciences (particularly economics, sociology and education).
3. Strengthening of national institutions dealing with the outer world:
  - development of more skills in negotiations with international organizations, making more use of old and new mechanisms to harness financial resources and to modify the present monetary system;
  - development of specific information systems to service Caribbean representatives and eventually to offer briefing on the variety of mechanisms and legal instruments in use with respect to specific issues of foreign relations;
  - increase in foreign language capabilities as regards other Caribbean countries, particularly in respect of the official languages spoken in the Caribbean.

## **B. Economic planning or management of available resources**

1. Development of a flexible system of planning or of management of available resources adapted to the size and structure of Caribbean economies:
  - need to emphasize, in the choice of areas of economic activities, the close scrutiny and constant assessment of perspectives and changes in the international scenario.
2. Use of resources available in the international context:
  - vigilance in avoiding subjection to the policy preferences of external suppliers of funds (transnational corporations, bilateral and multilateral lending institutions);
  - negotiation and implementation of a sub-regional policy and corresponding agreements with oil producers of the Caribbean Basin (Trinidad and Tobago, Venezuela and Mexico) aimed at lessening the effect of rising prices, as an alternative to bilateral arrangements.
3. Organization and management of internal Caribbean resources to seek an appropriate balance between inward and outward-oriented activities:

### *Outwardly:*

- diversification of exports of manufactures and services (tourism, offshore banking facilities, closer relations with foreign universities, flag of convenience for shipping);

### *Inwardly:*

- implementation of priority measures to develop food production and to create adequate marketing conditions for agricultural goods: promotion of small farming and fishing, execution of land reform, establishment of control and zoning of agricultural land, execution of projects for the preservation of land resources, and assignment of special attention to community development;
- development of energy production from both conventional and non-conventional sources, especially new and renewable ones (energy from rivers, wood, the sun, wind and the ocean);
- development of small-scale enterprises, with special attention to the product cycle and the technological cycle;
- development of certain basic industries adapted to specific countries such as production of hydro-electric power, alumina, gas, cement, caustic soda;
- development of import substitution at the sub-regional level, particularly in the service sector (insurance, shipping, publishing, applied research and development).

## **C. Social planning or social engineering**

1. Development of knowledge of the Caribbean circumstances, involving:
  - formulation and dissemination of a political economy of independence suitable for the Caribbean in the light of the size and structure of its economy and society, geopolitical situation, present rivalry between the developed countries, etc;
  - adoption of measures to overcome the intellectual crisis in economic

- and sociological doctrines (support for research institutions and individual researchers, stimulation of comparative studies, and institutionalization of intra-regional co-operation);
- development of alternative economic models appropriate to small island or island-like economies (including Guyana, Suriname and Belize), offering a suitable balance between outward and inward-looking activities and giving due consideration to the constraints deriving from the conditions of external financing and the balance-of-payments situation;
  - development of sociological and anthropological research aimed at discovering the values and aspirations of the people as well as their collective choices, and assessing popular institutions such as the community property system, *sou-sou*, *guayap*, *combite*, or mechanisms for survival and income distribution operating among the underprivileged;
  - development of Caribbean statistics, a statistical data base, and timely analyses susceptible of enhancing the quality of decisions and choices; development of appropriate sets of socio-economic indicators and progress in the ranking of indicators expressing the actual inputs of the Caribbean development processes;
  - measures to overcome the isolation of the intellectual *vis-à-vis* the general public (by-passing internal linguistic barriers) and *vis-à-vis* the policy-makers and the productive sectors;
  - dissemination across national borders within the Caribbean of the accumulated knowledge on the different peoples of the Caribbean, their history, institutions and culture;
  - development of the information sciences and the sciences of communication, aimed at ensuring their participation in the processes of mobilization of resources for development.
2. Deployment of the distributive mechanism as instruments to achieve more equity and greater mobilization of available human resources:
- upgrading social sectoral planning, social welfare planning and manpower planning;
  - upgrading the monitoring and reporting of the labour market situation through the efforts of governments, trade unions and employers' associations. Detection of labour relations that by-pass established legal-frameworks –such as sub-contracting independent workers and using them, together with their entire families, as *de facto* salaried workers— especially as practised by managers of plantation agriculture, as well as commercial firms and small enterprises in the garment industry, the production of food crops, and urban transportation;
  - formulating specific objectives on employment, nutrition, education, health and housing, and designing and implementing strategies susceptible of making agriculture attractive to the labour force, and particularly young people;
  - increasing the participation of women in the development process, as part of the process for achieving income distribution and equity. Some specific related actions in this connexion are:

- adequate provision of water and eventual organization of collective laundries;
  - provision of day care centres, equipped to monitor the mental and physical health of children;
  - provision of facilities to secure the right of women to decide when they wish to procreate; provision of maternity benefits, time-off allowances, etc.;
  - abolition of all forms of discrimination against women in their place of work (equal pay, minimum wages for domestic workers and garment industry workers).
3. Development of forms of social articulation compatible with the mobilization of available human resources and self-reliant management, embracing:
- formulation and implementation of a sub-regional population policy aimed at counteracting the drain of skills from the Caribbean, modifying the present orientation towards the metropolitan countries, fostering the settlement of Caribbean people within the Caribbean, and increasing the links between those who have emigrated in this Second Diaspora and the sub-region as the motherland;
  - increasing the participation of women in the process of development as an inward-oriented measure of mobilization of all available resources with special attention to:
    - conscious and systematic efforts to eradicate legal discrimination against women (assessment of citizenship and family laws, legal status of unwed mothers and “illegitimate” children);
    - eradication from teacher, nurse and secretarial training, textbooks, newspapers, mass media, advertisements and posters of all forms of discrimination against women; discouragement of all efforts to channel women into only traditional occupations;
  - continuation of assessment and reform of the substantive content of formal and informal educational systems, with an aim not only of upgrading efforts at mental de-colonization but also of achieving more cohesiveness:
    - encouragement of the use of local/national languages and the circulation of cultural production emanating from minority groups;
    - encouragement of the use of local and Caribbean themes in formal and informal educational systems; diversification of inputs to the mass media as a currency-saving mechanism and as an instrument to foster self-reliance and mutual understanding;
    - systematic experimentation aimed at designing adequate methods and techniques to disseminate development issues through the media and to increase the public awareness of the challenges facing the countries and the sub-region as a whole;
  - assessment of the organizational structure of the communication sectors, particularly broadcasting and publishing;
  - assessment of the role played by key inherited institutions (Westminster model of political institutions, judiciary system, trade unions);
  - determination of optimum forms of economic organization consistent with the required degree of popular participation (co-operatives,

State-supervised enterprises, partial ownership by workers, private ownership); experimentation in forms of decentralization compatible with small-sized societies (delegation of power and functions to local governments, village councils, associations of neighbours, parent/teacher associations) and likely to create a context conducive to the reduction of cultural and racial cleavages;

- creation of a suitable context for the development of local traditional institutions (*sou-sou, guayap, combite, larose*) and increased use of these for the provision of services (day care centres; collective laundries; maintenance of roads, schools and public buildings; storage and marketing of agricultural and fishery products; preventive medicine and environmental protection; organization of leisure, cultural activities in the plastic and performing arts; development of sport);
- organization on a broad and systematic popular basis of preventive measures to deal with recurrent natural disasters such as hurricanes, droughts and floods;
- systematic experimentation on a Caribbean-wide basis, particularly in the less developed countries, in forms of training for the civil service oriented towards the efficient management of the resources available in the international, regional, sub-regional and local contexts, the conditions under which they are available, the institutions through which they are negotiated, and existing agreements and prevailing regulations, with extensive use of TCDC funds for these purposes;
- systematic experimentation on suitable techniques for the dissemination of science and technology, geared to specific activities which it is desired to stimulate (for example, use of sugar-cane by-products for industrial purposes, energy-saving methods and techniques, export opportunities).

## Annex 1

### AGENDA AND ATTENDANCE OF THE MEETING

The agenda of the meeting comprised the following items:

1. Opening Statements
2. Adoption of Agenda
3. The Caribbean in the Decade of the 1980s
  - present economic and social situation of the Caribbean countries;
  - perspectives for economic and social development in the light of the decade of the 1980s;
  - principal problems for which solutions must be sought;
  - policy orientations for the decade of the 1980s and measures to apply them.
4. Summing up and conclusions.

Mr. Enrique V. Iglesias, Mr. Silbourne St. A. Clarke, Mr. William Demas and Dr. Kurleigh King (Secretary-General, Caribbean Community) served as convenors on the sub-items of item 3, and Mr. Louis Wiltshire (Executive Secretary of the United Nations Conference on New and Renewable Sources of Energy) served as convenor on item 4.

The Experts were invited in their personal capacities, taking into account the countries that comprise the Caribbean Development and Co-operation Committee (CDCC), the full list of participants being as follows:

BLACKMAN, Courtenay  
Governor

Central Bank of Barbados  
BLANCHET, Jules

President  
High Court of Accounts  
Haiti

CARRINGTON, Edwin  
Deputy Secretary-General  
ACP Secretariat  
Brussels

CRAIG, Susan  
Lecturer in Sociology  
University of the West Indies  
St. Augustine, Trinidad

DEMAS, William G.  
President  
Caribbean Development Bank  
Barbados

EMTAGE, Steve  
Director  
Finance and Planning  
Barbados

FARREL, Trevor  
Lecturer  
University of the West Indies  
St. Augustine, Trinidad

FORSYTHE, Warren  
Inter-American Institute of  
Agricultural Sciences (IICA)  
Barbados

JASPERSON, Fred  
Senior Economist  
World Bank

KING, Kurleigh  
Secretary-General  
CARICOM Secretariat  
Guyana

MANIGAT, Leslie F.  
Professor  
Simón Bolívar University  
Caracas, Venezuela

PLASENCIA, Sergio  
Director of International Economic  
Relations in the Central Planning Board  
Cuba



RIVERA, Guillermo  
Assistant to the Executive Director  
World Bank  
SEDOC, Edwin  
Deputy Permanent Secretary of the  
Ministry of Finance  
Suriname  
VEGA, Bernardo  
Director  
Museum of Dominican Mankind  
Dominican Republic  
VISSER, William  
Liaison Officer  
UNFPA, New York  
WILTSHIRE, Louis  
Executive Secretary  
Conference on New and Renewable  
Sources of Energy, New York

**CEPAL secretariat**

IGLESIAS, Enrique  
Executive Secretary, CEPAL  
ASSAEL, Héctor  
CEPAL, Santiago  
CLARKE, Silbourne  
Director, CEPAL  
Office for the Caribbean  
CASIMIR, Jean  
Social Affairs Officer  
CEPAL Office for the Caribbean  
TOTORO, Dauno  
Economic Affairs Officer (Industry)  
CEPAL Office for the Caribbean  
ROSENTHAL, Gert  
Director, CEPAL Mexico Office

## Annex 2

### ADDRESS DELIVERED BY THE MINISTER OF EXTERNAL AFFAIRS OF BARBADOS, HON. H. de B. FORDE, AT THE OPENING OF THE MEETING OF THE GROUP OF EXPERTS OF CDCC COUNTRIES ON A DEVELOPMENT STRATEGY FOR THE CARIBBEAN, 19 May 1980

Mr. Executive Secretary, distinguished members of the Group of Experts, friends and honoured guests, it is with great pleasure and a sense of anticipation that I welcome you to Barbados for this important meeting.

The task on which you are about to embark is an essential one, that of making the International Development Strategy for Latin America and the Caribbean more relevant to the specific situation in the Caribbean.

Geography has decreed that the countries of our Caribbean archipelago (including the Bahamas, Belize, Guyana and Suriname) are part of the wider Latin American region. Yet distinctive features in Caribbean economic and institutional structures and in our cultural backgrounds dictate that we are a special case, within the wider region of Latin America and the Caribbean, and as such merit special attention.

The need for this special attention on the part of the United Nations was finally realized in 1975, when on the proposals of the distinguished Prime Minister of Trinidad and Tobago at the 1975 Ministerial Meeting of ECLA (Economic Commission for Latin America), held at Chaguaramas in Trinidad and Tobago, the Caribbean Development and Co-operation Committee (CDCC) was formed to look after the special needs of the sub-region.

Today you, as a special group of experts, meet to consider and forge a Development Strategy to answer the needs of the Caribbean in the decade of the 1980s. In the light of the dashed hopes of the 1960s and the disappointment of the Seventies, you are presented with a formidable task; for the problems and issues which confront us at the dawn of the new decade seem to demand new energies, skills and strategies to meet the challenges of the Eighties. A United Nations Report—I quote from document E/CEPAL/1169—states:

“The launching in 1961 of the First United Nations Development Decade marked a major world-wide endeavour to give concrete substance to the solemn pledge of the United Nations Charter (i.e., to ensure a minimum standard of living consistent with human dignity through economic and social progress and development). Since then, attempts have continued to be made to adopt specific measures and to fashion and employ new institutions of international co-operation for this purpose. However, the level of living of countless millions of people in the developing part of the world is still pitifully low. These people often still are undernourished, uneducated, unemployed and wanting in many other basic amenities of life. While a part of the world lives in great comfort and even affluence, much the larger part suffers from abject poverty, and in fact the disparity is continuing to widen. This lamentable situation has contributed to the aggravation of world tension”.

Perhaps to you the song is all too familiar. The findings of the Brandt Commission, which no doubt you will be bearing in mind as you formulate a

strategy for the Caribbean, also support the views expressed in that United Nations report.

Foremost among the factors which confront you as you formulate a plan for the sub-region for the Third Development Decade is that you will be formulating one for a portion of the globe where most of the inhabitants still suffer from poverty. The overwhelming truth about the Caribbean which emerges at the end of the Second Development Decade is that if its hopes for prosperity were high at the start of the Seventies the outlook is grim at the start of the Eighties. The problems of energy-induced stagflation, serious if not nearly insoluble balance-of-payments problems, critical and severe in at least two of the major countries of the region, combined with the serious social problems which these bring in their wake now stand as serious obstacles to regional development planning in the Eighties.

Economists said of the Sixties that our development strategies were based on too optimistic an outlook, while the result of action in the 1970s has been disappointing. This disappointment can be measured by the gloomy conclusions at the end of UNCTAD V, for instance. At the beginning of the Eighties as you deliberate on what strategies you must devise for the Caribbean there are some points it would be useful for you to bear in mind.

The importance of collective economic self-reliance and collective security for the region cannot be over-emphasized. But even if we were to base our strategy on these concepts, yet there are formidable problems which will also have to be tackled. The problem of energy will have to be addressed. Strategies will have to be devised to better instruct member States how to manage balance-of-payments problems and even avoid them, and how to deal with the world monetary situation and trends. Above all, the region will have to speed up the pace at which women must be fully integrated into the development process, if these strategies are not to flounder and fail.

The need, indeed the pre-requisite in the Caribbean sub-region for collective self-reliance has been emphasized and re-emphasized by many eminent Caribbean economists. Chief among these has been one of our distinguished experts, Mr. William Demas, who has pointed out that:

“One of the most central issues in Caribbean economic development is the need for meaningful economic integration. Thus, the prospects for autonomous development of the Caribbean Archipelago and the more geographically limited Caribbean community would obviously be enhanced by schemes of integration and economic co-operation bringing a wider market and a wider range of human and natural resources (including low density of population in countries such as Belize, Guyana, Suriname, Cayenne and Cuba)”.

I need hardly belabour this point to you a group of experts. But despite the economic difficulties confronting the region the first task in the Caribbean community must be to deepen our relationship. Notwithstanding the well-known problems facing the CARICOM integration movement because of serious balance-of-payments problems in some of the member countries, there is no doubt that in many areas of co-operation and co-ordination covered by the Caribbean community substantial progress has been made and is still being made in the co-ordination of foreign policy and in the areas of “functional co-operation” such as health, education, labour relations, the role of women in Caribbean society and in culture.

Yet the vital need remains in the Caribbean community for it *as a community* to develop much closer ties and links of economic, technical, social and cultural

co-operation with other countries of the Caribbean Archipelago, and also with those of the Latin American mainland. In this latter respect we now have an economic co-operation agreement with Mexico on the one hand and the Caribbean community on the other.

But while we outline proposals to meet the Eighties within the sub-region we cannot be oblivious of the relationship of inter-dependence with the rest of the world. As a United Nations report states: "The success of international development activities will depend in large measure on improvement in the general international situation". In no case is this more true than in the field of energy.

Though the sub-region as a whole could hardly be defined as having moved totally into the industrial and technological age, we still face, perhaps with even worse pains, the growing illness of a world swiftly running out of known energy sources.

As we devise a new development strategy for the Caribbean in this decade, gentlemen, we will be faced with the problem that only one of the member states of the CDCC is a significant oil producer. All the others are significant oil importers who, in all likelihood, will be facing rising oil prices in the balance of the decade. The challenge therefore is to devise an attractive plan which will induce the OPEC members and other oil-producing countries to create a Special Fund for the use of developing countries, to offset the economic instability that is induced by inflation and serious balance-of-payments problems. Your task will be to devise a method which it is hoped will induce the major oil producing countries to stabilize the rate at which they increase oil prices. No doubt, also, you will pinpoint the need within the CDCC group of countries to seek out and utilise other alternative sources of energy, while at the same time harnessing and conserving present usage of energy.

Let me now refer in more detail to the major problem of the balance of payments, which constitutes an obstacle to vital economic co-operation within the region. Several factors can aggravate this problem, but it is clear that in a region of high imports, with attendant inflationary problems, the external purchasing power of Latin American countries and Caribbean countries will have to grow much more than in the past.

In devising a strategy for the Caribbean it will be necessary to take into account the complementary global aspects of this problem, namely: (i) the growth and diversification of exports, surpassing the results of the trend projections; (ii) the improvement of terms of trade; (iii) the possibilities of holding down imports below projected levels; and (iv) the use of more external financing. Your task, and one for which you are ably qualified, will be to choose for the sub-region the strategies best fitted for its economic survival, while making room for these strategies to work as well within the global network.

Indeed, you have been given guidelines within the United Nations system as to how a new strategy should be formulated in Resolution 33/193, which suggests *inter alia* that this strategy should come "within the framework of the New International Economic Order". No doubt, in your formulation, you will also be buttressed by the special recommendations of the Brandt Commission's Report, all of which apply to the Caribbean sub-region. One special consideration, which is of relevance to the Caribbean region and which has also been named as one of the priorities of the IDS, is the elimination of extreme poverty. Other subjects which you will also look at will be specific objectives for employment (of crucial importance in our region), nutrition, education, health and housing, especially in the least developed islands of the region.

Let me finally, but most importantly, touch upon a subject too often ignored or treated flippantly, but which is of overriding importance in any strategy formulated for the countries of the CDCC. If the strategies devised for the Eighties are to come to fruition they must involve the participation of women at all levels. In the sub-region there is still a need for women to be seriously involved at the decision-making levels in government and planning. Women still form the highest group of the unemployed and under-employed in all the territories. On this, the eve of the mid-decade Conference to be held for women this year, much is mouthed about the need to integrate women into the development processes of the countries. In the Caribbean, though women have always been involved in the development of their societies, their involvement and contribution have often gone unrecognized, unrewarded and under-utilised. I challenge you, this group of experts, in your planning sessions to devise strategies which, if they touch on energy, health or the International Monetary Fund leave no leeway for women to be ousted from your formulae. They must be strategies which will ensure that Caribbean women do not remain at a disadvantage; otherwise the whole region will be at a disadvantage.

In the beginning I mentioned that it was with a sense of anticipation that I welcomed you to Barbados. I anticipate that with your expertise, good sense and sound experience you will formulate a strategy for the Caribbean sub-region which will help us to meet the Eighties with a new hopeful energy in the face of the grave prophecies and predictions that have been made for the region.

