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ECONOMIC COMMISSION FOR LATIN AMERICA  
Office for the Caribbean

CARIBBEAN DEVELOPMENT AND CO-OPERATION COMMITTEE

Meeting of Experts of CDCC Countries  
on Strategy for the Third Development Decade  
19-21 May 1980  
Bridgetown, Barbados



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STRATEGY FOR CARIBBEAN COUNTRIES  
DURING THE  
THIRD DEVELOPMENT DECADE



UNITED NATIONS

ECONOMIC COMMISSION FOR LATIN AMERICA Office for the Caribbean



To be taken in after the text on page 3

THE LATIN AMERICAN REGION AND THE NEW  
INTERNATIONAL DEVELOPMENT STRATEGY

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At its thirty-third session the United Nations General Assembly agreed to the preparation of a New International Development Strategy for the 1980's. 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 which the General Assembly will consider at a Special Session to be held in August 1980.

The Economic Commission for Latin America, 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.

Pursuant to these mandates, the Commission has collaborated actively with the Latin American Group in New York through documents and notes in which it has put forward the Secretariat's ideas as regards the goals and objectives, policies, instruments and machinery of appraisal which the new IDS should contain.

He pointed out there was already recognition that although the IDS expresses an international commitment to support a 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 same developing countries, for the developed ones are still facing the consequences of the worldwide crisis and concentrating all their attention in their own social and economic internal problems.

The Latin American region had already defined the main issues and problems which should be considered in the regional strategy for the 1980's. In this respect, it is necessary to bear in mind the diversity of countries which comprises this region, and the fast political changes occurring in the region, both of which aspects are important to the design of an overall and realistic strategy. On the other hand it is important to examine the past trends and on this basis to foresee the future policy orientation.

In the past, the Latin American region had experienced a relatively impressive economic growth surpassing the targets set up for the Second Decade for Development. Also it had experienced important social changes as in the fields of health, education, and public sector management, although the traditional problems of poverty, unemployment, etc., persisted. Regional co-operation has improved although through different ways than that of formal integration, and the internationalization of the regional economy has increased. Within this context, the Latin American region faces several challenges in the 80's, and among them the most outstanding are:

- (i) to improve the efficiency of the economic system;
- (ii) to increase economic growth; and
- (iii) to lessen the external vulnerability.

To cope with these challenges, the regional strategy has to consider fields of action such as mobilization of internal resources, and strengthening of international relationship on the basis of a change in the world structure, as a condition to establish a New International Economic Order.

## ORGANIZATION OF THE MEETING

### Mandate

At the Fourth Session of the Caribbean Development and Co-operation Committee, (CDCC), held in Paramaribo, Suriname, 21 to 27 March 1980, Resolution 5(IV) was approved. It stipulated 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".

The Meeting of Experts of the countries of the CDCC was hosted by the Caribbean Development Bank at its Headquarters in Barbados, 19 to 21 May, 1980.

### Opening of the meeting

Statements were made by Mr. Silbourne St. A. Clarke, Director of the ECLA Office for the Caribbean, Mr. William B. Demas, President, Caribbean Development Bank, Mr. Enrique V. Iglesias, UN Under-Secretary General and Executive Secretary of the United Nations Economic Commission for Latin America, and the meeting was opened by the Honourable H. deB. Forde, Minister of Foreign Affairs, Barbados.

In his address the Foreign Minister commented on the outcome of the development strategies in the Sixties and the Seventies; and in placing emphasis on collective economic self-reliance and collective security as important concepts for the Eighties, enumerated several formidable problems which will also have to be tackled. The text of the Foreign Minister's address is appended as Annex II.

Attendance and conduct of meeting

The Experts were invited in their personal capacities, taking into account the countries that comprise the Caribbean Development and Co-operation Committee (CDCC). A full list of the participants is appended as Annex I.

Mr. Enrique Iglesias, Mr. Silbourne 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 United Nations Conference on New and Renewable Sources of Energy) served as convenor on item 4.

Agenda and Outcome

The agenda of the meeting comprised the following matters:

1. Opening Statements
2. Adoption of Agenda
3. The Caribbean in the Decade of the 80's
  - present economic and social situation of the Caribbean countries;
  - perspectives for economic and social development in the light of the Decade of the 80's;
  - principal problems for which solutions must be sought;
  - policy orientations for the Decade of the 80's and measures to apply these policy orientations.
4. Summing up and conclusions.

In 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 Eighties, the meeting developed the frame that is adopted for the elaboration of this report. The participants also recommended that the report be tabled not only at the Fifth Session of the CDCC, Kingston, Jamaica, 4-10 June 1980, but also at the Second Meeting of Caribbean Planning Officials, 29 May - 2 June 1980.

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the main efforts to achieve that higher level of development must come from the same developing countries, for the developed ones are still facing the consequences of the worldwide crisis and concentrating all their attention in their own social and economic internal problems.

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In the past, the Latin American region had experienced a relatively impressive economic growth surpassing the targets set up for the Second Decade for Development. Also it had experienced important social changes as in the fields of health, education, and public sector management, although the traditional problems of poverty, unemployment, etc., persisted. Regional co-operation has improved although through different ways than that of formal integration, and the internationalization of the regional economy has increased. Within this context, the Latin American region faces several challenges in the 80's, and among them the most outstanding are:

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STRATEGY FOR CARIBBEAN COUNTRIES DURING  
THE THIRD DEVELOPMENT DECADE



## I. BACKGROUND FOR STRATEGY CONSIDERATION

### (a) 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 demands 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 pursuance of development from this approach, in a context historically unsympathetic to self-reliance and self-determination, rests on the possibility of achieving significant advances in the:

- re-orientation of education and circulation of ideas in the society;
- development of technological capabilities enabling upgrading the level of the technology in use;
- optimising of the utilization of human and natural resources to encompass issues such as job satisfaction, full participation of women in the developmental process, and environmental considerations;
- realising structural transformations 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);

- increase in the quantum of socially available capital.

The expected outputs, which are obviously inter-determinate 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 more greatly facilitate control by people of their own destiny.

As far as this sub-region is concerned, a suitable strategy for development implies then the skilful management of these different aspects, each of them 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 requirement of development. Relations from one island to 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 full-fledged mono-productive 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 in colonialism, in 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 would manage to modify this situation for some period, 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 national and regional levels became a permanent structural characteristic, at the same time as the distances between social groups became greater and greater.

Re-arrangements of Caribbean productive factors during the present century took place under external ownership and control of the most dynamic sectors of the economy. The worldwide transformation that came with the development of transnational corporations, also had its impact in the Caribbean, where these corporations cornered gradually 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 fully their potentialities and respond to local needs. It took the worldwide crisis of the 1930's to set in motion the forces for changes oriented towards self-determination, either in opposition to colonisation or to military occupation. The gradual increase in domestic control of internal political processes opened the way for some re-orientation 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 colonisation or military occupation impinges heavily on the instruments 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, remained prevalent beyond their raison d'être, including the inappropriate educational systems.

## II. THE PRESENT CRISIS IN CARIBBEAN EVOLUTION

### (a) Situation in 1970

At the beginning of the last decade, the Caribbean found itself in a state where the inherited economic pattern of lack of economic diversification, absence of sectoral linkages, heavy reliance on imported food and consumer durables had not been modified substantially, nor its built-in equalities. Some expansion of traditional agricultural exports could be noted together with a growth in tourism, which together with exports of bauxite, alumina, petroleum and petroleum products, mainly in unprocessed or semi-processed form, accounted for the bulk of hard currency earning. 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 even more necessary.

Parallel to that gloomy picture, consumption aspirations and patterns of consumer taste, 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 from the Caribbean of trained people continued unabated, affecting the most varied set of social strata.

### (b) Decade of the Seventies

The decade of the Seventies was marked by a range 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, which in the circumstances cannot be regarded as temporary. Imported inflation, worsening in 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 foodstuff on family farms, could not keep pace with demand, and by the end of the 70's 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 outmigration grew uncontrollably, in spite of increased restrictions by the recipient countries. Finally, there were signs of intensification of political crimes and arson.

The decade of the Seventies also put in evidence 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:

A regional set of:

- fragmented and balkanised small island or island-like economies which,
- are at a stage of unbalanced and socially unsatisfactory semi-development,
- are going through a severe crisis due to the cumulative process of conflict-prone ingredients,
- are all, from history and by culture, plural societies with complex and intermingled lines of cleavage,

- are motivated by aspirations and currents towards:

- (a) rapid economic progress
- (b) social equity and better cohesiveness
- (c) profitable self-determination
- (d) deployment of its original specific identity.

(c) Present crisis

There is no specific development contrary to those evident during the Seventies that would seem to indicate some change in the adverse circumstances affecting the Caribbean. On the contrary, the presently available indicators suggest worsening of the situation. 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 the continuing prospect of more deterioration of its terms of trade. This combination makes even greater the dependence on external financing. Without some new inflow of concessional funds the prospects are that as the balance-of-payments situation deteriorates, the external debt already burdensome, will further increase.

The restraints that curb production in the face of rising demand, coupled with high import prices will stimulate inflation remaining at a high rate, and even higher levels of unemployment will affect more and more Caribbean countries. As a world food shortage looks probable even further problems can be expected. Given the present orientations there are few prospects for expansion in the domestic and export agricultural sector. The manufacturing sector will experience more and more difficulty to expand its capacity, if not to maintain the present levels of performance.

(d) Internal forces for change

Among the underemployed new elements are becoming evident throughout the Caribbean. To the resourceless unemployed are being added 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. Alongside these, the trade unions, understandably, intend undoubtedly to safeguard the interests of their affiliates to the best of their abilities.

Migration has traditionally been a safety valve for the Caribbean, but the control enacted by the developed countries to restrict the flows of legal migrants, in the face of a wide economic recession, most certainly will be extended. It is difficult to foresee a continuation of the present high rate of population outflow from the sub-region. To the need to give more room to a surplus of manpower not susceptible of massive exportations, will be added internally an increased exposure to the disparities in income distribution and a greater pressure for change.

The unemployment of 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 optimization between the school system and 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 weakness of local institutions to respond creatively to these impacts, favourable developments are taking place rendering 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 an innovation in the ruling of the Caribbean, due to the fact that contrary to colonial governments (or governments of occupation) they 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 into motion the most powerful internal force of change.

The 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 has to realistically incorporate the social groups, for without their participation there will not be effective solutions.

And 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 larger countries that have larger pools of trained personnel.

(e) Challenges

From its insertion into the world-wide community to the present day the Caribbean has been the battlefield of the great powers. After the first period of slavery plantation, interferences have been basically of a political nature. Generally they have not entailed any substantial modifications of the totally outward-oriented nature of the economies, and therefore did not stimulate 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 Eighties.

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 any 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 for

forging of formal and informal schemes of intra-regional cooperation. Such cooperation can materialize only through practices which are contrary to the colonial tradition. The approach has got to be innovative, with the purpose of using the sub-region's resources to better results. This is nowhere more clearly exemplified than in the priority to create infrastructures 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 a substantial change in the situation. Participation in such transfer would ease the problems facing the Caribbean. In any case, given the high dependency of the economies the sub-region must mobilize external resource flows either from multilateral or bilateral sources. The alleviation of balance-of-payments situations caused by rising energy prices is urgent. Solutions also have to be in the direction of increasing net foreign exchange earned or saved per unit of productive output, and in this raising agricultural production is a primary challenge. But this 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 where the capacity of the countries to react creatively to changes in the external environment is greatly improved.

For this to be achieved particular attention must be given to areas of priority action such as the exploration of hydro-carbons, 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 to the population, and calls in turn for structural changes in those systems of education and training that presently service the unsatisfactory production systems.

The variety of concomitant lines of actions raises for each government in the sub-region the formidable task of establishing adequate priorities and proper sequencing of measures away from the inclination to rely on day-to-day expediency.

(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 geo-political 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 in size of population and qualification of the labour force. In addition, the sub-region has been endowed with a rather diversified set of natural resources and mention of forestry, hydroelectric potential, petroleum, natural gas, bauxite, copper, sugar, coffee, banana and maritime resources does not exhaust the list.

Further, 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 routes of maritime transportation pass through the Caribbean. This includes not just traffic between North and South America, but also from Asia, Europe and Africa to the east coasts of North and South America and vice versa. Eventual 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 toward intra-Caribbean co-operation gained momentum, it still must be recognized that the exploration of commonalities and complementarities is only at its initial stages. Sub-regional co-operation allows for the manipulation of a host of international instruments of aid and assistance in directions consistent with Caribbean choices. At sub-regional levels, 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 national levels, even the ideological and cultural pluralism in the sub-region increases the range of tested alternatives of solutions.

An important advance for the development of inter-sectoral and intra-sectoral economic linkages, and the implementation of a regional policy of import substitution, is in the making through the process of co-operation. The possibility of creating Caribbean multinational enterprises of aggre-

gating 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) offer the similar 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 face of the present crisis, serious considerations 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 need to enhance 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 sets of knowledge and abilities. In view of the specificities in the very definition of the development process which suits the Caribbean, there will be 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 Eighties appears to be summarized in the world negotiations: negotiations in the international fora and negotiations in the national contexts. To be effective the plan or its substitute must become gradually 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 machineries. And even more, they must foresee a 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 1980's

Against the background of the challenges that face the Caribbean countries, the particular meaning of development having regard to their situations, the specific demands that increasingly are made on them, and the steps that need to be taken for such demands to be met, it is feasible to enumerate a range of objectives and targets for the decade of the Eighties. The five most important 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, 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 within this general orientation, its own quantifiable economic and social targets taking into account its own national objectives and targets and the resources available to it.

Very clearly the 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 increase in the abilities normally used as inputs in the development process, and by harnessing underutilized 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, 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 stated 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 dis-affection and dissatisfaction evident through the Caribbean. The chronic situations of unemployment and underemployment 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. Their 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 it is necessary for the Caribbean countries to attain. It would also be an environment in which

better balances can be brought between the internal and external orientations within each country, in accordance with its own choice 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 will be creation and utilization of the new mechanisms for intra-Caribbean cooperation.

But underlying all this is the necessary conditions for increasing the efficiency of the public service in bringing about social and economic transformation, so each country could set adequately 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 exonerate themselves from classical interferences 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 emerged 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 perspectives:

- active participation in the Group of 77, ACP Group, negotiation of acceptable conditions for external financing, and in particular of preferential oil prices. Negotiation of preferential treatment for the Caribbean if a global sol-



ution 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):

- to ensure operationality of sub-regional mechanisms for co-operation (CCST, Caribbean Information System, Restricted Postal Union, CIC); and to create new ones for the development of social sciences, (particularly economics, sociology, 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 extra Caribbean countries and more particularly in respect of 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, a 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 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) aiming at lessening the effect of rising prices as an alternative to bilateral arrangements.
3. Organization and management of internal Caribbean resources:
- to search for an appropriate balance between inward and outward oriented activities:
    - outwardly.
  - diversification of exports; manufacturing sectors, services (tourism, off-shore 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: to stimulate small farming and fishing, to

- carry out land reforms, to establish control and zoning of agricultural land, to carry out projects for the preservation of land resources and to give special attention to community development.
- development of energy production from both conventional and non-conventional sources in particular new and renewable ones, (from stream, wood, sun, wind and ocean).
- development of small-scale enterprises especially giving attention to the product cycle and the technological cycle.
- development of certain basic industries adapted to specific countries such as hydroelectric power, alumina, gas, cement, caustic soda.
- development of import substitution at 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 to the Caribbean (size and structure of its economy and society, geopolitical situation, present rivalry between the developed countries).
- adoption of measures to overcome the intellectual crisis in economic and sociological doctrines (support of 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 economies (including Guyana, Suriname and Belize) offering 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 aiming at discovering the values and aspirations of the people as well as their collective choices, and assessing popular institutions such as Community Property System, sou-sou, guayap, combite, or mechanisms for survival and income distribution operating among the under-privileged.
- development of Caribbean statistics, statistical data base, timely analyses susceptible of enhancing the quality of decisions and choices; development of appropriate sets of socio-economic indicators, progresses in the ranking of indicators expressing the actual inputs of the Caribbean development processes.
- measures to overcome the isolation of the intellectuals vis-a-vis the general public, (by-passing internal linguistic barriers), vis-a-vis the policy-makers and the productive sectors.
- dissemination across national borders within the Caribbean of the accumulated knowledge on the different varieties of Caribbean men, their history, institutions and culture.

- development in the information sciences and in the sciences of communication, aiming at ensuring their participation in the processes of mobilization of resources for development.

2. Deployment of the distributive mechanisms 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 on the labour market situation, involving government, trade unions and employers associations. Detection of labour relations that by-pass established legal frameworks such as sub-contracting independent workers and converting them together with their entire families into de facto salaried workers, especially by managers of plantation agriculture, as well as commercial firms and small enterprises in garment industry, production of food crop, and urban transportation.
- formulating specific objectives on employment nutrition, education, health, housing and designing and implementing strategies susceptible of making agriculture attractive to the labour force, particularly the youth.
- increasing participation of women in the development process as part of the process for achieving income distribution and equity. Some specific related actions are:
  - adequate provision of water and eventual organization of collective laundries;

- provision of day care centres, equipped to monitor mental and physical health of children;
- provision of facilities to secure the right of women to decide when they wish to procreate, provisions of maternity benefits, time off allowances;
- abolition of all forms of discrimination of 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 mobilization of available human resources and self-reliant management, embracing:

- formulation and implementation of a sub-regional population policy aiming at counteracting the process of de-population of skills from the Caribbean at modifying the present orientation towards the metropolitan countries, at fostering the settlement of Caribbean people within the Caribbean, and at increasing the links between 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:
  - conscious and systematic efforts to eradicate legal discrimination against women (assessment of citizenship and family laws, of legal status of unwed mothers and "illegitimate" children);

- eradication from teacher, nurse and secretarial training, textbooks, newspapers, mass media, advertisements, posters, of all forms of discrimination against women and discredit of all efforts channelling women into only traditional occupations;
- continuation of assessment and reform in substantive content of formal and informal educational system, with an aim not only to upgrade efforts of mental de-colonization but to achieve more cohesiveness:
  - encouragement to 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 aiming 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 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 organizations consistent with required degree of popular participation (co-operatives, state

bails, partial ownership of workers, private ownership); experimentation in forms of decentralization compatible with small size societies (delegation of power and functions to local governments, village councils, associations of neighbours, parent/teacher associations) and susceptible to create a context amenable to reduce cultural and racial cleavages.

- creation of an adequate context for the development of local traditional institutions (sou-sou, guayap, combite, larose) and increased use of these instruments for the delivery of services (day care centres, collective laundries, maintenance of roads, schools, public buildings; storage and marketing of agricultural products and fisheries, preventive medicine and environmental protection, organization of leisure, cultural activities in plastics and performing arts, sport developments).
- organization on 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 of forms of training for the civil service, particularly in the less developed countries, oriented towards the efficient management of 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, existing agreements and regulations which are prevailing; extensive use of TCDC funds for these purposes.

- systematic experimentation in adequate techniques of dissemination of science and technology, geared to specific activities which are to be stimulated (for example use of sugar-cane by-products for industrial purposes, energy-saving methods and techniques, export opportunities).



LIST OF PARTICIPANTS

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
FARRELL, 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 Simon Bolivar University Caracas, VENEZUELA
PLASENCIA, Sergio	Director of International Economic Relations in the Central Planning Board CUBA

RIVERA, Guillermo	Executive Director's Assistant 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
<u>CEPAL Secretariat</u>	
IGLESIAS, Enrique	Executive Secretary, CEPAL
ASSAEL, Hector	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 Office, Mexico

STATEMENT MADE BY THE MINISTER OF EXTERNAL AFFAIRS,  
HON. H. deB. FORDE, AT THE OPENING OF THE MEETING OF  
THE GROUP OF EXPERTS OF CDCC COUNTRIES ON DEVELOPMENT  
STRATEGY IN 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 1980's. In the light of the dashed hopes of the 1960's 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 and 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 and 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 of 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 the 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 1970's 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 OPEC 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 too high 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 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, that 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 in choosing 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 under Resolution 33/193 as to how a new strategy should be formulated and which "inter alia" suggests 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 the 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 process of the country. 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; else 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 anticipated 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 forecast for the region.



