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ECLAC CDCC IN THE CARIBBEAN



AN INTEGRATED MANAGEMENT  
APPROACH TO THE CARIBBEAN SEA



POLICY OPTIONS FOR THE  
SMALLER ECONOMIES OF THE  
CARIBBEAN IN A  
GLOBALIZED WORLD



MIGRATION TRENDS IN THE  
CARIBBEAN



# CDCC

## CARIBBEAN DEVELOPMENT AND COOPERATION COMMITTEE

In 1975, the Economic Commission for Latin America and the Caribbean (ECLAC) – then known as ECLA – established the Caribbean Development and Cooperation Committee (CDCC) as a permanent subsidiary body at the governmental level. The ECLAC Subregional Headquarters for the Caribbean provides secretariat services to the CDCC.

The CDCC functions as an intergovernmental organization that meets annually at the technical level and every other year at the ministerial level. Its operational activities are carried out under the regular ECLAC work programme in the Caribbean, which includes economic and development planning, demography, economic surveys, the environment, international trade and trade-in-service, information for development, statistics, small island developing States, science and technology, women in development, tourism, training, and assistance with the management of national economies.

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# PROMOTING AN INTEGRATED MANAGEMENT APPROACH TO THE CARIBBEAN SEA IN THE CONTEXT OF SUSTAINABLE DEVELOPMENT



**F**or the over two dozen insular and coastal States, countries and territories located in, or bordering the Caribbean Sea, this area of hydrospace is of immense geo-strategic, political, economic and social value. Under the modern law of the sea, these entities enjoy sovereign rights for the exploration and exploitation of the resources of an Exclusive Economic Zone (EEZ), which places enormous tracts of maritime space at their disposal.

According to the 1982 Convention on the Law of the Sea, the EEZ shall not exceed beyond 200 nautical miles from the base lines from which the breadth of the territorial sea is measured. Particularly in the case of the smaller entities, this provision places under their jurisdiction areas of maritime space that are several times larger than their respective land spaces. Significantly, also, many such entities (especially the small island developing States [SIDS] of the Caribbean) lack the financial, manpower, institutional and other prerequisites for deriving optimal benefits from this internationally sanctioned regime. Recognition of

these limitations, and also of the fact that the corresponding ecosystems are shared by all of these entities, has prompted the search for a framework for cooperation towards effective management of the Caribbean Sea area; a form of marine regionalism that would engender the sustainable development of the subregion.

## THE CARIBBEAN SEA PROPOSAL

As a consequence, a proposal for *Promoting an integrated management approach to the Caribbean Sea area in the context of sustainable development*, is now before the United Nations General Assembly. It has its origin in a decision adopted at the Caribbean Ministerial Meeting on the Implementation of the Programme of Action for the Sustainable Development of Small Island Developing States, which was convened by the ECLAC Subregional Headquarters for the Caribbean and other regional agencies in Barbados over the period 10 to 14 November 1997. The proposal that was adopted by that meeting called for *International recognition of the Caribbean Sea as a special area in the context of sustainable development*.

The fundamental objective of the proposal was the international

recognition of the Caribbean Sea as a special area, not by reference to any single mode of use or abuse of that sub-oceanic basin, as might already be provided for under certain regional and international instruments, but in the comprehensive context of sustainable development, which pursues the integration of social and economic, as well as environmental components of action.

## MAKING IT WORK

The proposal was subsequently endorsed by the Third Regular Meeting of the Ministerial Council of the Association of Caribbean States (ACS), which also convened in November 1997. This support by the membership of the ACS - which spans the overwhelming number of circum-Caribbean States - suggested that issues relating to the political feasibility of the concept as enshrined in the proposal could be overcome.

With respect to the legal feasibility of the proposal, it was recognised that this would be primarily dependent upon the provisions of the 1982 Convention, particularly where it urges States that border an enclosed or semi-enclosed sea to cooperate with each other in the exercise of their rights and in the performance of their duties under this Convention. Doing so would include



coordinating scientific research policies, as well as the management, conservation, exploration and exploitation of living resources; and would also extend to the implementation of rights and duties with respect to the protection of the marine environment.

The Caribbean Sea conforms to the Convention's definition of an enclosed or semi-enclosed sea as "a gulf, basin or sea surrounded by two or more States and connected to another sea or the ocean by a narrow outlet or consisting entirely or primarily of the territorial seas and exclusive zones of two or more coastal States." It serves as host to the many overlapping EEZs that extend from the territories of the subregion. This existence of a cluster of countries occupying locations in the same maritime area, attests to the technical feasibility of the proposal, particularly because of the well-defined, shared problems that are amenable to either joint or coordinated treatment by the entities concerned. An example might be the location of States, countries and territories along the migratory path of given fish stocks.

Since the presentation of the Caribbean Sea proposal under its original nomenclature to the fifty-fourth session of the United Nations General Assembly in 1999, resolutions 54/225 and 55/203 have been adopted at the fifty-fourth and fifty-fifth Sessions, respectively. The changes to the language and structure of the proposal reflected the vagaries of the negotiating process, the outcome of which is a vastly diminished product in terms of the scope originally envisaged. The transformation also reflected

lack of thorough preparation on the part of the subregion.

### RESTORING THE PROPOSAL

Following the adoption of resolution 54/225, the eighteenth ministerial meeting of the CDCC (convened 30 March to 1 April 2000) requested that the ECLAC Subregional Headquarters for the Caribbean collaborate with the Working Group of representatives of the ACS, CARICOM and UNEP to review the mechanisms needed to implement the original Caribbean Sea proposal as well as resolution 54/225 and to make the

**Changes to the language and structure of the Caribbean Sea proposal reflected the vagaries of the negotiating process, the outcome of which is a vastly diminished product.**

necessary recommendations. The activities of the Working Group were not sustained, however. The respective organizations nevertheless played a consultative role in the development of resolution 55/203, among other SIDS-related items at the United Nations and other international forums. Resolution 55/203 continued the narrow focus of its predecessor and essentially, though not exclusively, reflected an environmental thrust, as opposed to the integrative or comprehensive sustainable development approach that informed the original proposal.

With a view to reviving the original proposal, in accordance with the sentiments expressed at the nineteenth session of the CDCC (14 to 15 March 2002), the ECLAC/CDCC secretariat agreed to lead in the execution of the technical work required for the proposal's further development. This technical role would support the political role of the ACS, an approach that has been endorsed by the relevant bodies of the Association. Since the adoption of that approach, these two organisations have held consultations with the Government of Barbados (which is the current chair of the SIDS Bureau - the body that oversees the implementation of the SIDS POA among the SIDS of the Caribbean). Barbados also coordinates the development and advocacy of draft texts that are placed before the General Assembly.

The draft resolution introduced into the 57th session of the United Nations General Assembly might be construed as a holding operation, since it embodies no new departures with respect to the Caribbean Sea proposal. A comprehensive review of the implementation of the SIDS POA is to be conducted in 2004, prior to the convening of the 59th session of the General Assembly. It is envisaged that by the time that session begins, this review process will have generated sufficient momentum to bring the States, countries and territories of the subregion closer to attaining international recognition of the Caribbean Sea as a special area in the context of sustainable development. ■



# GENDER-BASED VIOLENCE AND THE JUSTICE SYSTEM: EVALUATING POLICE TRAINING

The introduction of community policing was expected to make a difference in the attitudes displayed by police officers when responding to episodes of domestic violence.

**Domestic violence must be regarded as a crime and is not a private matter, or "a man and woman story" that ought to be left alone.**

This challenge has been thrown out to police throughout the region in training programmes implemented by the Caribbean Association for Feminist Research and Action (CAFRA), the Inter-American Development Bank (IDB) and the Association of Caribbean Commissioners of Police (ACCP). The CAFRA/IDB/ ACCP training for police officers is not the only such training initiative in the subregion. A number of women's bureaux and the Canadian International Development Agency (CIDA) in the region have also piloted several training programmes.

Following on such training and because of ongoing concern about the response of the justice system to gender-based violence, the CIDA/Gender Equity Programme in collaboration with the Economic Commission for Latin America and the Caribbean (ECLAC) Subregional Headquarters for the Caribbean recently hosted a conference designed to:

- (a) *Review the justice system responses to gender-based violence, with specific focus on police training and*

*supporting social services; and*

- (b) *Develop an integrated plan of action to address the epidemic of gender-based violence*

The conference was held in Port of Spain, Trinidad and Tobago from 3 to 5 February 2003. Invitees to the formal opening ceremony were addressed by His Excellency, Mr. Simon Wade, High Commissioner for Canada, Senator the Honourable Glenda Morean, Attorney General of Trinidad and Tobago, and Ms. Roberta Clarke, Social Development Officer, who delivered greetings on behalf of the Director of the ECLAC Subregional Headquarters for the Caribbean.

Also addressing the ceremony were Sir Dennis Byron, Chief Justice of the Organisation of Eastern Caribbean States (OECS) Supreme Court, who spoke on, *"The Administration of Justice and Gender-based Violence"*; and Ms. Tracy Robinson, Lecturer in the Faculty of Law, Cave Hill Campus, Barbados. Ms Robinson's address was entitled, *"Rescuing and Re-inscribing Gender: A Prelude to an Agenda for Addressing Gender-based Violence in the Administration of Justice"*.

Chief Justice Mr. Satnarine Sharma; Chief Magistrate Mr. Sherman McNichols; the Director of Public Prosecution, Mr. Geoffrey Henderson; and Commissioner of Police, Mr. Hilton Guy were among the representatives of the Trinidad and Tobago justice system who attended the ceremony.

## MEETING SESSIONS

Approximately 100 persons participated in the meeting. Among these were police officers, social workers, representatives of women's and gender bureaux throughout the Caribbean, women's rights activists and resource personnel - representing 15 subregional countries as well as regional and international organizations. Also in attendance were members of the Police Force in Ottawa, Canada, who came to share their experiences in the development of protocols for dealing with gender-based violence, and the creation and impact of a special domestic violence unit within their organization.

The meeting began with presentations of some of the issues emerging out of the training programmes that had been implemented in the subregion; these were delivered from the perspective of both trainers and trainees. Mr. Keith Renaud, Secretariat Manager of the Association of Caribbean



## THE MEETING WORKING GROUPS MADE RECOMMENDATIONS IN THE FOLLOWING ISSUE AREAS:

### **Perpetrator Intervention Programme**

- Such a programme should be mandatory, even though persons may also attend voluntarily.
- An initial psycho-diagnostic assessment on each participant should be made in order to determine readiness and suitability for the programme.
- The programme should be structured into groups or classes.
- Individual counselling should not be the main method of programme delivery, though this method may be used as needed.
- Facilitators and participants should be monitored and supervised.
- Programme facilitators should maintain contact with victims and should monitor the progress of the perpetrator.
- Documentation is to be kept.
- The victim's information must remain confidential.
- Preventive mechanisms, particularly the development of a supportive environment, must be maintained. The specific nature of these mechanisms would vary from community to community.

Commissioners of Police (ACCP), was among the representatives of the police force who had been trained in dealing with domestic violence.

According to Mr. Renaud, the ACCP recognised the challenge of overcoming the traditional responses and attitudes of police to domestic violence. He argued that the persistence of such responses was rooted in historical views, which regarded the role of women as property; and in assumptions about female submissiveness. Mr. Renaud said that the introduction of the concept of community policing was one of the initiatives that was expected to make a difference in the attitudes of police in responding to episodes of domestic violence, and other community problems. Very important to the implementation of this concept, he explained, were the twin pillars of community policing: problem solving and collaboration with society.

In addition, other initiatives that were based on the training that had been delivered to the police, were being implemented in many countries of the subregion. It was noted, for example, that Barbados had since developed a protocol for dealing with issues of gender-based violence. Mr Renaud, nonetheless, asked that the implementers of the training programmes be patient in their expectations of behavioural and attitudinal changes. He explained that several structural and psychological factors could prevent the implementation of change uniformly throughout the subregion.

Dr. Janice Jackson, advisor to CIDA on the Police Training

Initiative in Guyana and Ms. Carla Bakboord, of the Women's Rights Centre in Suriname and Vice President of CAFRA, made presentations from the perspective of trainers. In her presentation, Dr. Jackson complained of the inadequate involvement of senior police officers in the project to train their staff in issues of gender-based violence. Too often, she explained, persons outside of the police force were brought in to deliver these projects and programmes, while supervising officers often were not properly briefed about the exercise. The result of this was that the police training school was not involved in the delivery of training to the police force and senior officers often did not fully cooperate to ensure effective delivery of the programmes.

Dr. Jackson also outlined the features of the course delivered to the police, which, apart from its attention to domestic violence issues, also included exercises in self-exploration that allowed participants to unearth deep-seated positions, as well as community and other skills. In this regard, Dr. Jackson said that it was expected that trainees would encounter personal conflict and that the programme therefore should be designed to help them resolve these issues.

Ms. Carla Bakboord of Suriname made a special presentation on the development of police training in her country. Ms. Bakboord outlined the various initiatives and campaigns against domestic violence in Suriname that were conducted by non-governmental organizations and other regional and international organizations



such as CAFRA and UNIFEM\*. These initiatives led to an official request from the Office of the Chief of Police of Suriname for special training for police officers and social workers.

This request resulted in an initial eight-month project to combat domestic violence within a policy framework in which trainers were trained and several follow-up projects and programmes were implemented. Training was expanded to include not only members of the police and social workers, but also other members of the judicial system such as judges, lawyers and public prosecutors, as well as medical personnel. In addition, a national network including both government and non-governmental representatives was formed to help to mainstream the objective of eradicating gender-based violence within the policy frameworks of government and civil society.

In several country reports, participants outlined the nature of the training programmes they received, as well as the constraints, opportunities and initiatives that arose out of the implementation of the training programmes. The presentations of Staff Sergeant Kai Lui and Social Worker Ms. Donna Watson Elliot of the Ottawa Police Force were very instructive as they outlined the protocols and the integrated response of the Ottawa police force and its social service delivery arm, in dealing with gender-based violence. Staff Sergeant Lui also spoke about the initial resistance to new rules concerning police response to domestic violence by members of

## WORKING GROUPS RECOMMENDATIONS (continued)

### Victim support services

- Officers from within all ranks of the police service should be trained to assist victims of gender-based violence. Such training should include the development of crisis-intervention skills, taking account of limitations in the application of these skills.
- Social Workers should also be trained in crisis-intervention.
- Post-trauma counselling must be made available to front-line staff; such counselling should be funded by government agencies.
- Workers in the medical system need to be properly trained to deal with victims of gender-based violence.
- Legal Aid support must be made available to all women, since they are the most vulnerable to the effects of gender-based violence since they comprise the majority of its victims.
- Governments should fund advocacy services performed by non-governmental organizations (NGOs).
- Each government needs to make a policy statement on domestic violence.
- Public education must be an integral part of any domestic violence eradication programme.
- Serious attention must be paid to the needs of children who are affected by domestic violence and other forms of gender-based violence.
- Other victim support and follow-up services as social housing must be strengthened.

### Strengthening Police Training

- Based on a needs analysis, deficiencies in the training of police to handle gender-based violence should be identified.
- This issue area must be integrated into and be made a mandatory part of the official police-training curriculum.
- Testing on the Domestic Violence Act must be included in examinations for promotion of police officers.
- Such training in, and sensitisation to, issues of gender-based violence should be made available to police officers of all ranks, including those at the senior level.
- Problem-solving and critical thinking skills should be included in any police training curricula.
- Training should also be made available to front-line operators, dispatchers, and 911 operators.
- Front-line operators should be given specialised training in dealing with sexual offences.
- Specific criteria should be developed for selecting those persons who will work in the sexual offences field.
- External resource personnel must supplement police training
- Front-line worker training must be consistently updated.
- Regional standardisation for training in gender-based violence should be established.

\* United Nations Development Fund for Women



## WORKING GROUPS RECOMMENDATIONS (continued)

### Content of Training Programmes

- Incidence and response management
- Resource support and networking
- Process management - referrals, investigative, power of arrest
- Responsible investigation management
- Training must be based on the framework in which police are allowed to operate.
- Sensitisation training should be case-based and practical; it should be based on actual incidents of gender-based violence and on situations that police are likely to encounter
- Media training: involves how to ensure sensitive reporting by the media by imparting information in a sensitive and accurate manner.

### Police Response Protocols

- Develop a response checklist for dealing with situations of gender-based violence.
- Where there are reasonable grounds for doing so, arrest should be mandatory.
- Conduct a thorough and careful crime scene investigation. This will allow police to identify the primary offender and determine when an act is in self-defence.
- Ensure the safety of other household members who suffer from the immediate effects of domestic violence.

Members include children and the elderly.

- Institute a mandatory reporting system for domestic violence cases, which includes reporting the crime to a higher officer in a timely manner.
- Police officers should accept and respond to third party reports of gender-based violence.
- Police officers should, as far as possible, assist victims in getting medical attention.
- Copies of protection orders should be kept at district police stations and mandatory arrests for breaches of protection orders should always be made.
- Advisory, monitoring and evaluation mechanisms should be developed to assess the actions and responses of police officers working in the area of gender-based violence. All stakeholders (including women's organizations) should conduct such assessments.

the police force, as well as other structural obstacles that had to be overcome in order to achieve their objectives. Evidence of the positive impact of the domestic violence unit on crime in Ottawa, Canada was also presented to participants.

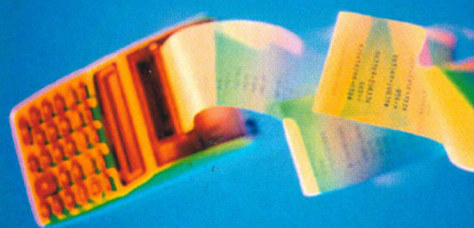
A number of experts then delivered presentations on their experiences in the areas of general social service support and delivery to the justice system; counselling of victims of gender-based violence; and counselling and rehabilitation of perpetrators of gender-based violence. Presenters included Ms. Rumelia Dalphinis King of Saint Lucia; Dr. Sandra Dean Patterson of The Bahamas; and Ms. Andrea Hamm of the British Virgin Islands. Dr. Adele Jones and Dr. Jackie Sharpe of Trinidad and Tobago; Ms. Ann Peters and Ms. Jackie Sealey-Burke of Grenada; and Dr. Veronica Salter and Mr. Peter Weller of Jamaica also made presentations.

On the final day of the meeting, participants separated into working groups that focused on the following areas.

- (a) *Developing guiding principles for victim and perpetrator intervention programmes*
- (b) *Strengthening police training: The way forward*
- (c) *Developing police response protocols*

After the working groups presented their recommendations, and following closing comments from representatives of both CIDA and the ECLAC Subregional Headquarters for the Caribbean, the meeting was adjourned. ■





## SUPPORTING SMALL AND MEDIUM-SIZED ENTERPRISE DEVELOPMENT IN THE CARIBBEAN

**T**he small and medium-sized enterprise (SME) development project in the Caribbean was implemented in support of the programme for promoting competitiveness in Latin America and the Caribbean that is administered by the Joint ECLAC/UNIDO Industrial and Technological Development Unit, at the ECLAC Headquarters in Santiago, Chile.

This programme was started approximately six years ago by the Government of the Kingdom of the Netherlands, using an inventory of SMEs in Latin America. While the programme's original focus was on Latin America, case studies were subsequently conducted on Barbados, Saint Lucia and Trinidad and Tobago. The main objective of the programme is to provide technical assistance, with emphasis on design and implementation of SME development policy.

One of the main activities in the execution of this programme has been the production of a series of video tapes on SME development in the Caribbean. These videos, production of which started in 2000, were designed to assess the existing state of the small and

medium-sized enterprise sector in the Caribbean. Findings were then to be used for training purposes and policy development. The videos were produced in the common languages of the subregion - English, Papiamentu and Creole - in order to reach as many persons as possible. The approach in the preparation of the 20 – 30 minute long videos has been to identify institutions at the national level that play some role in the development of the sector. Each video seeks to represent the situation in the various country groupings.

The first video is entitled "*Getting Started – SME Development in the Caribbean*". It features both private and public agencies in the English-speaking (primarily OECS) Caribbean that provide guidance and support to persons interested in starting a small business. The focus of the second video, "*SME development in the Netherlands Antilles*," is the opportunities available to persons interested in establishing businesses in Aruba, Bonaire, Curaçao, Saba, Saint Eustatius and Saint Maarten. This video also considers the many obstacles that entrepreneurs are likely to face when trying to set up a small to medium-sized business.

While the first two productions highlight opportunities, obstacles and assistance available to the

sector, the video on SME development in Haiti, because of the existing political and economic situation in that country, is different. It provides information on the shortcomings of the sector, from both a government and private sector perspective and deals with some of the measures that would have to be put into place in order to make the sector more dynamic and competitive in Haiti (as well as in the wider Caribbean).

Following the production of the video series, the ECLAC/CDCC secretariat convened the Meeting of Caribbean Small Business Entrepreneurs, Organizations and Agencies in Saint Lucia from 3 to 5 April 2002. The primary objective of the meeting was to bring together policy makers, institutions and entrepreneurs to establish a network of SMEs. Representatives from 14 CDCC member countries also used this opportunity to view the videos on SME development in the English-speaking Caribbean and the Netherlands Antilles.

Upcoming activities include the implementation of a project that is to provide technical assistance on making micro-credit available to SMEs in the subregion. The ECLAC/CDCC secretariat will also continue the work of building the subregional network of SMEs. ■



# POLICY OPTIONS FOR THE SMALLER ECONOMIES OF THE CARIBBEAN IN A GLOBALIZED WORLD

**C**aribbean economies have a narrow export base. Their direction of trade is highly concentrated towards North America and Europe due to preferential access for their major export products. They are also vulnerable to such external shocks as natural disasters and terms of trade variations, which produce volatility in their income flows. Their small size limits the extent to which they can realize economies of scale in production and distribution, and they exhibit limited institutional capacity to develop a competitive environment. Further, national savings accumulated by these countries are usually below the level needed to meet the investment needs of developing economies.

These characteristics epitomize those of smaller economies. At the same time, they provide the framework and guidelines for identifying policy options when confronting the challenges of a globalised world. Such policy options include those pertaining to economic policy, structural issues,

trade negotiations, institutional framework and governance.

## ECONOMIC POLICY DEVELOPMENT

Economic policy should not be directed solely towards the reduction of inflation especially when it is accompanied by an increase in economic volatility. Macroeconomic stability should be pursued in a broader context.

For Caribbean countries, this means first recognizing the role played by the balance of payments in limiting the growth of these economies. Second, it signifies loosening the tight connection between balance of payments performance and the fiscal policy stance. This could be carried out by providing greater freedom for exchange rate movements in order to mitigate external disequilibria. Such an arrangement could eliminate real exchange rate overvaluation while stimulating export growth. It could also be used as a platform to reduce interest rates and promote investment. Most importantly, it could partly free fiscal policy to follow objectives that are more in line with policies aimed at reducing unemployment and creating buffer stocks, thus mitigating fluctuations in the economic cycle.

A corollary of this policy recommendation is the need to

strengthen the fiscal balance through more efficient administrative practices. Revenue should be less reliant on trade taxes with the burden of tax shifted to other internal charges. Fiscal policy can obtain resources from those activities that benefit from the process of globalization.

## STRUCTURAL CHANGE ISSUES

Structural change not only has implications for fiscal policy recommendations, but can also precipitate a whole range of economic and social effects. The initial effect of structural change within Caribbean countries has been the creation of a duality in the pattern of trade specialization between goods-producing economies and services-based economies. In some economies, this pattern of subregional specialization is also recreated at the national level.

Many Caribbean economies are characterized by the coexistence of stagnant and dynamic sectors, which in some places have little connection with each other. This has forced a restructuring of the weak, unproductive sectors, at high cost to output and employment levels. Mechanisms can be devised in such instances to transfer resources from the winners of the globalization process to its losers in order to minimize losses. This can



best be achieved within an industrial policy framework that builds clusters of economic activity oriented to expand and develop inter-sectoral linkages. In some Caribbean countries, tourism linkages with agriculture and manufacturing provide an example of this cluster.

The benefits to be derived from the creation of these linkages are both economic and social. The creation of linkages increases employment possibilities and widens accessibility to the labour market; and thereby provides a basis for social mobility. In short, it promotes equity.

The process of structural change in conjunction with greater exchange rate flexibility could diversify the export base and, thereby, eventually help to improve its competitiveness. This would lessen the impact of such external shocks as sudden variations in the terms of trade. It could also provide the basis for an implementation of an export strategy that is based on sales of merchandise with greater value-added content.

Structural change could also lead to higher levels of import growth. The resulting external constraint can be overcome by policies to attract long-term capital flows and avoid short-term finance. The available evidence points to the fact that in the Caribbean capital flows tend to move towards the bigger economies as well as the sectors favored by structural change, thus reinforcing this process and the existing patterns of trade and productive specialization. An alternative is to apply selective import controls allowed by the World Trade Organization (WTO).

## NEGOTIATING STRATEGIES

A final and complementary solution is to take advantage of open regionalism and focus on commercial policy - and in particular trade agreements - to attract investment. For smaller economies, trade agreements must include the principle of asymmetrical treatment to the less developed economy. But the focus of preferential and differential treatment should not be exclusively in relation to merchandise trade. Indeed, trade arrangements that include special and differential treatment do not solve the problem of structural differences. Generally,



For smaller economies, trade agreements must include the principle of asymmetrical treatment to the less developed economy.

the more developed economy produces goods that are of higher value than the less developed economy. The result is a deficit for the smaller economy and a concentration of gains in a limited number of export products and firms.

Instead, special and differential treatment should focus on the investment provisions. This implies

that an investment negotiating strategy should be an essential part of a trade agreement. Given the characteristics of smaller economies such as those in the Caribbean, investment negotiations should be coordinated with those that apply to the services sector.

Trade agreements currently in force for smaller economies include rules that are too general to be of particular use to these economies. Investment negotiations should start from some of the premises included in the General Agreement on Services (GATS) and the Agreement on Trade Related Investment Measures (Trims) that allow certain types of special and differential treatment for smaller economies.

The process of negotiating trade agreements should be made compatible with (and should not be considered as a substitute for) the process of perfecting subregional integration. Caribbean countries should capitalize on their existing respective differences and disparities, and use these peculiarities to promote and develop the comparative advantage of the subregion.

## STRENGTHENING THE INSTITUTIONAL FRAMEWORK

Economic and social policy options that seek to confront the challenges posed by globalization and aim to reduce the vulnerabilities and limitations of smaller economies cannot be divorced from a strategy designed to strengthen their regulatory and institutional frameworks. Smaller economies need to reformulate part of their regulatory framework to



keep pace with the current economic and social conditions.

This is a broad and delicate issue. Adjusting this framework would entail establishing guidelines that could regulate prudential supervision in the financial system, and that must conform to international best practices. To do so, would minimise exposure to unsound financial practices. It also includes examining the legal framework for small sized firms, which would make them a potential source of employment creation in a globalized world rather a fiscal burden.

Most importantly, smaller economies need to devise more efficient strategies to be able to implement their existing laws. In many Caribbean and, for that matter, smaller economies, the problem does not reside as much in the content of the law itself as in the way in which the contents are interpreted or the extent to which given laws are applied.

## ISSUES OF GOVERNANCE

Part of the solution can be found in redefining the role and functions of government. Since the 1990s, the issue of improved governance has focused partly on the development of administrations that would encourage and facilitate stronger participation among their constituents, mainly to overcome the weaknesses of the "Westminster" model of government. Accordingly, government (specifically, the public sector) is being considered a partner of the private sector rather than an engine of growth. Within a globalization context, both the government and private sectors should explore opportunities for collaboration in addressing local, subregional and wider international issues, in the search for and development of policies that are always in their constituents' national interest. To do so would mitigate the constraints imposed on national governments' actions by globalization and at the same time

exploit the 'political' economies of scale available at a subregional level.

In a complementary manner, smaller economies need to continuously enhance the capacities of national and subregional bodies to meet the increasing demands for political participation and a wider social safety net. In this sense, despite their unique characteristics, the challenges imposed by globalization on smaller economies are similar to those faced by other economies.

However, not all economies can export and attract foreign direct investment at the same time. Economies must also import from and supply foreign capital to other economies. This is ultimately the reason for arguing that in order to reap the benefits of globalization a concerted solution at the international level must be found. A national or subregional strategy to confront globalization is simply not enough. Globalization needs a global solution. ■





## MIGRATION TRENDS IN THE CARIBBEAN

**O**ver the last 50 years the Caribbean has lost more than five million people through emigration to other countries. Based on the most recent data provided by the United Nations Population Division in its 2002 International Migration Wallchart (ST/ESA/SER.A/219) the net-migration rate<sup>1</sup> for the Caribbean is one of the highest worldwide, varying widely among the countries of the subregion. Guyana, Suriname, Jamaica and Saint Lucia have experienced the greatest losses over this period.

Migration in the Caribbean has a long history. The slave trade in the eighteenth and nineteenth centuries caused the first major immigration wave into the Caribbean. After Emancipation, during the nineteenth century, workers began moving within the subregion in search of employment and better working conditions. In the twentieth century, the movement of labour to destinations outside the region increased, particularly due to the close ties with the former colonial powers. With the move towards independence in the 1960s and 1970s, prospects for migration to Europe diminished. However, other windows of opportunity to the developed world opened: the

increasing demand in Northern America and to a lesser extent the United Kingdom, for highly qualified workers triggered a mass exodus of professionals from the Caribbean.

However, the economic slowdown in the 1990s as well as the enhanced demand for national security has been leading to more restrictive immigration regulations in destination countries within as well as outside the region. Notwithstanding these protective measures, the demand for foreign labour in formal, informal and black market sectors has been expanding. This in turn is leading to more widespread illegal trafficking in human beings, and unregulated and illegal employment, thereby increasing the volatility of migratory patterns and the vulnerability of affected migrants.

### EMIGRATION OF PROFESSIONALS AND HIGHLY SKILLED WORKERS TO NORTHERN AMERICA AND EUROPE

In the search for higher wages and better employment opportunities, skilled professionals from throughout the world move across national borders. Caribbean countries like Jamaica, Cuba, and Trinidad and Tobago are strong

exporters of professionals, particularly teachers, nurses and other health professionals. Some governments favour this exodus of their skilled people in exchange for desired remittances to boost their economies especially since many countries suffer tremendous constraints in their capacity to provide equal, qualitative and affordable social services to their populations. However, the ongoing depletion of professionals deprives the subregion of qualified personnel whose education and training are often at considerable expense to their country of origin. Since skilled human resources play a vital role in sustainable development, their continued mass exodus is having a detrimental impact on the present and future development of the subregion. These circumstances may call for policies that can alleviate the impact of brain drain by ensuring that, over the long term, staying in their home countries is a viable and attractive option for potential migrants. In the case of health workers, for example, World Health Organization (WHO) research (2002) has shown that for many, an improvement in pay and working conditions will act as an incentive for them to stay in their home country. Improved pensions, childcare, educational opportunities and recognition are also known to be important.

1 *Net migration*: Net average number of migrants: the annual number of immigrants less the number of emigrants, including both citizens and non-citizens. *Net-migration rate*: The net number of migrants, divided by the average population of the receiving country. It is expressed as the net number of migrants per 1,000 population. Source: Population Division of the United Nations Secretariat, International Migration, Wallchart, 2002, ST/ESA/SER.A/219, Sales No. EO3.XIII.3



There is a growing understanding in the developed world that the long-term impact of a severe shortage of professionals in developing countries will hamper global development efforts. Significant progress has been made in this regard in the trade of health services (WHO, 2002). For example, the United Kingdom has recently released a Code of Practice<sup>2</sup> for ethical recruitment by its National Health Service; France has reached an agreement with the Maghreb countries to regulate the export of health professionals; and South Africa has signed a pact with members of the South African Development Community (SADC), vowing not to hire health professionals from other SADC member States.

In the Caribbean, the ECLAC/CDCC secretariat is conducting a case study in Trinidad and Tobago on the impact of brain drain on the public health system. This study is meant to contribute to greater understanding of this issue at the subregional level, and to support governments' policy development as they seek to address the situation.

MIGRATION WITHIN THE SUBREGION

For many people in the Caribbean the search for a better life begins within the subregion. This is evidenced by the steady increase, over the past two decades, in the number of foreign-born nationals present in the countries of the subregion. Migrants are not evenly distributed among these countries.

Relative economic prosperity in the overseas territories of the United States, the United Kingdom and the Netherlands, but also in Antigua and Barbuda, The Bahamas, and Trinidad and Tobago, has made them the preferred destinations. Also, once settled in an overseas territory, chances will increase for a final move further north. Deteriorating economic and social conditions and little hope for improvement in the near future constitute the main factors pushing people out of their home countries. Thus, the majority of migrants originate in just a few countries: mainly those of the Organisation of Eastern Caribbean States (OECS) - except for Anguilla - as well as Jamaica, Guyana, Suriname and Haiti.

temporary workers for their entire stay in BVI; this is true of even those 'temporary' migrants, who have lived in that country for 15 years or longer. Being 'temporary' implies that a person is subject to deportation at any given time and has no access to basic health care services or education benefits.

IRREGULAR MIGRATION AND THE TRAFFICKING OF HUMANS

Relatively new phenomena in the region are the illegal movement of people and the trafficking of humans. These emerging issues were the focus of the ECLAC Hemispheric Conference, "Migration: Human Rights and the Trafficking of Persons in the Americas"

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A study initiated by the ECLAC Subregional Headquarters for the Caribbean in 1998 analysed the causes of migration and its impact on the receiving countries, particularly in the demographic, economic, social, political and cultural spheres. In another, earlier study on migrant workers in the British Virgin Islands (BVI), Betsy Oakes (1992) considered the legal status of migrants and the implications of the work-permit system for their lives in that country. It was found that with the exception of a few naturalised citizens, most immigrants remain

convened from 20 to 22 November 2002 in Santiago, Chile. Recent research (Thomas-Hope, (2002) presented at this conference points to the two major groups of migrants that are currently causing serious concern. The first consists of migrants who enter a country illegally or extend their stay beyond the limits of their visas, or whose residence or citizenship status has been modified due to changes in the legal framework. This group includes women and girls who are trafficked as commercial sex-workers mainly from the Dominican Republic to tourist destinations in

2 The Code of Practice for NHS Employers involved in the International Recruitment of Healthcare Professionals was published in October 2001 to provide NHS employers with a more detailed explanation of the processes to be undertaken when recruiting internationally. More information is available on the Department of Health website: <http://www.doh.gov.uk/international-recruitment/agencycode.htm>



other parts of the region and to major cities in North America and Europe.

The second group includes deportees, who are involuntarily repatriated to their home country following a conviction for a criminal or civil offence. Between 1994 and 1998, for example, 22,397 persons were deported from Northern America and the United Kingdom to the Caribbean. Many of these deportees had left their country of birth many years before their forced repatriation and quite often had no family or community network to ease their re-absorption. Additionally, deportations to countries offering few opportunities to make a quick living provided new clients to organised gangs of traffickers who offered their services to facilitate the move back.

## FUTURE OUTLOOK

As this brief, selective discussion illustrates, the migration phenomenon has many different facets. The issues highlighted, demand urgent attention since current practices and policies to regulate and control migration streams have not been working sufficiently and are not likely to work in the future. Among the responsibilities that policy makers at the national, regional and international levels must address, is to ease the socio-economic burdens faced by their peoples. All efforts must be directed towards providing a more prosperous environment than currently exists; doing so, might stem the search for better opportunities abroad. [At the same time, the illegal trafficking of humans (which very often goes hand in hand with the trafficking of guns, narcotics and other illegal

commodities, and which is a violation of human rights) needs to be dealt with stringently and vigorously by all parties involved.]

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Research material discussed in this article is contained in the following:

ECLAC/CDCC (1998), *The Impact of Immigration on Caribbean Microstates: Bahamas, British Virgin Islands, Saint Maarten, United States Virgin Islands (LC/CAR/G.540)*, Port of Spain, Trinidad and Tobago.

Oakes, Betsy (1992), *"Workers in the British Virgin Islands: The Complexities of Residence and Migration"* in: *Social and Economic Studies* 41:1 (March 1992), pp 67-87

Thomas-Hope, Elisabeth (2002), *"Human Trafficking in the Caribbean and the Human Rights of Immigrants"*, document presented at Hemispheric Conference on Migration: Human Rights and the Trafficking of Persons in the Americas", Santiago, Chile, November.

United Nations (2002), Population Division of the United Nations Secretariat, *International Migration*, Wallchart, 2002, ST/ESA/SER.A/219, Sales No. EO3.XIII.3

WHO (2002), *"Imbalances in the Health Workforce"*, Briefing Paper by Pascal Zurn, Mario Dal Poz, Barbara Stillwell and Orvil Adams.

## STATISTICS ON MIGRATION

The collection of data on migration is one of the most challenging disciplines in demographic and social research. People moving legally or illegally, migrate from one country to another - quite often through a third - as they travel towards their final destination. Some move back and forth over a particular period and then stabilize their situation, while others are always on the move. Whereas certain migrants stay in the receiving country for an extended period or actually settle there permanently, others spend only a limited period abroad before returning to their home country and, before long, possibly leaving again.

The United Nations Population Division (in a presentation to the Coordination Meeting on International Migration in 2002)\* has noted that the use of different concepts to define international migration has hampered attempts to coordinate and streamline research on migration. The basic criteria used to identify migrants are citizenship, residence, time or duration of stay, purpose of stay and place of birth. Of these, the most widely applied is residence, though there is no broad consensus on the definition of this concept. Other countries use legal nationality to identify international migrants. Data based only on the citizenship of a person, however, will not capture naturalized migrants, whose numbers would be important to measuring the scope of emigration from any given country.

\*United Nations (2002), *"Measuring International Migration: Many Questions, Few Answers"*, presentation by the United Nations Population Division, Department of Economic and Social Affairs, to the Coordination Meeting on International Migration, New York, 11-12 July.



## ABSTRACTS OF SELECTED ECLAC/CDCC PUBLICATIONS

JANUARY TO MARCH 2003

### **Preliminary Overview of Caribbean Economies, 2002**

*ECLAC. Subregional Headquarters for the Caribbean, 2003*  
LC/CAR/G.714

This document provides a preliminary overview of economic performance of selected Caribbean economies in 2002. It assesses the economies of Organisation of Eastern Caribbean States (OECS) member States, Barbados, Belize, Jamaica, and Trinidad and Tobago. In each case, a general overview is followed by analyses of fiscal and monetary policies; the economic activity of specific sectors; inflation, unemployment and wages; and the external sector. Statistical tables are appended.

### **Report of the ECLAC/CDCC Training Workshop in Evidence-Based Social Policy Formulation for the Caribbean**

*ECLAC. Subregional Headquarters for the Caribbean, 2003*  
LC/CAR/G.720  
LC/CAR/G.722

These reports record the proceedings of workshops convened as part of the project, Development of Social Statistical Databases and a Methodological Approach for a Social Vulnerability Index (SVI) for Small Island Developing States. The first workshop was held in Port of Spain, Trinidad and Tobago, in October 2002; the other was conducted a month later in Kingston, Jamaica. The reports review workshop activities that were designed to familiarise participants with the work of the project, and to enhance their skills in evidence-based policy formulation.

### **Report of the Ad Hoc Expert Group Meeting on Gender Socialization and Domestic Violence: Developing a Research Agenda**

*ECLAC. Subregional Headquarters for the Caribbean, 2003*  
LC/CAR/G.721

This meeting of experts in the field of gender socialisation and violence was held in Port of Spain, Trinidad and Tobago in December 2002. Its focus was to develop a research agenda to examine the linkages between gender socialisation and violence in the Caribbean. Introductory remarks were followed by a review of gender socialisation research in the Caribbean. Participants then sought to identify research needs and priorities; their recommendations for research included traditional gender role socialisation, and single-sex versus co-educational schools. The meeting also addressed the issue of research methodologies, and finalised arrangements for a February 2003 conference.

*The following document was prepared for the Eleventh Meeting of the Monitoring Committee of the CDCC, 10 April 2003, San Juan, Puerto Rico.*

### **Analysis of Trade Flows between Puerto Rico and CARICOM and Prospects for Integration**

*ECLAC. Subregional Headquarters for the Caribbean, 2003*  
LC/CAR/G.731

Puerto Rico has sought to deepen its relations with the greater Caribbean region. The author of this document argues that an analysis of trade flows between Puerto Rico and CARICOM is the first step towards such closer relations. The first section of the document gives a brief comparison between Puerto Rico and CARICOM Caribbean economies in terms of size, output, development models and trade specialisation patterns. This is followed, in section two, by an analysis of aggregate as well as individual

CARICOM country trade with Puerto Rico. The final section assesses prospects for further commercial integration. Here, after indices of trade compatibility are computed, four fundamental integration determinants are analysed. These are, the commonwealth status of Puerto Rico; the size of the market and the composition of output; the trading regime; and the degree of competitiveness of the economies involved.

*This document was presented to the Joint Meeting of the Small Island Developing States of the Caribbean and the Agencies Members of the Inter-agency Collaborative Group (IACG), 11 April 2003, San Juan, Puerto Rico*

### **Subregional Preparations for the 2004 International Meeting that will Undertake a Full and Comprehensive Review of the Implementation of the SIDS POA to Ensure the most Effective Participation of Caribbean SIDS**

*ECLAC. Subregional Headquarters for the Caribbean, 2003*  
SIDS/IACG/4, 31 March 2003

A report on preparations for the international meeting that is to be convened in August - September 2004 to review the implementation of the SIDS POA (SIDS + 10), is provided in this document. It begins with a brief history of SIDS + 10, which culminates in the United Nations General Assembly resolution (A/RES/57/262) that confirmed the decision to convene this meeting. The structure of the international preparatory process is then explained, followed by a presentation of issues related to Caribbean subregional preparations. Finally, the document makes proposals of material to be included in the subregional position paper that is to be presented to an interregional preparatory meeting, and to SIDS + 10. ■





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**ECONOMIC COMMISSION FOR LATIN AMERICA AND THE CARIBBEAN**  
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