

100TH CONGRESS  
2D SESSION

# H. R. 4943

To promote equitable and participatory development, national and regional economic integration, and food security and self-reliance in the Caribbean through responsive aid and development policies and programs.

## IN THE HOUSE OF REPRESENTATIVES

JUNE 29, 1988

Mr. CROCKETT (for himself, Mr. BONKER, Mr. FASCELL, Mr. LELAND, Mr. DELUGO, Mr. TOWNE, Mr. FAUNTROY, Mr. DYMALLY, Mr. RICHARDSON, Mr. BROWN of California, Mr. BUSTAMANTE, and Mr. WEISS) introduced the following bill; which was referred to the Committee on Foreign Affairs

## A BILL

To promote equitable and participatory development, national and regional economic integration, and food security and self-reliance in the Caribbean through responsive aid and development policies and programs.

1 *Be it enacted by the Senate and House of Representa-*  
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the "Caribbean Regional  
5 Development Act of 1988".

6 **SEC. 2. FINDINGS.**

7 The Congress makes the following findings:

1 (1) The economies of the Caribbean nations are  
2 highly dependent on markets outside the Caribbean  
3 region, and are therefore vulnerable to fluctuations in  
4 the international economy, as evidenced by deteriorat-  
5 ing balances of trade in the region.

6 (2) The poorest citizens in the Caribbean, the ma-  
7 jority of whom are women, have been hardest hit by  
8 those fluctuations and by austerity policies designed to  
9 address the impact of the fluctuations.

10 (3) The promotion of equitable development in the  
11 region requires support for the activities of those poor-  
12 est citizens through organizations in which they active-  
13 ly participate.

14 (4) The identification and design of these activi-  
15 ties, and of effective regional and national policies and  
16 programs that affect the population as a whole, require  
17 ongoing, broad-based consultation with, and the in-  
18 volvement of, Caribbean governments and nongovern-  
19 mental organizations.

20 (5) Decreased dependency on foreign assistance,  
21 food imports, and foreign markets requires a higher  
22 degree of economic self-reliance by the Caribbean  
23 economies, based on the development of local resources  
24 for consumption and use principally by the people of  
25 the Caribbean.

1 (6) The food import bill of the Caribbean has risen  
2 sharply, although the region possesses the agricultural  
3 resource base from which to feed itself and to diversify  
4 its exports.

5 (7) Increased economic self-reliance and food self-  
6 sufficiency, and enhanced international competitiveness,  
7 can be achieved most effectively in the Caribbean  
8 through regional cooperation and integration.

9 **SEC. 3. UNITED STATES POLICIES.**

10 (a) **IN GENERAL.**—It shall be the policy of the United  
11 States in providing development and other economic assist-  
12 ance to the Caribbean—

13 (1) to help the poor (including women, the land-  
14 less, subsistence food producers, urban workers, the  
15 unemployed, and indigenous populations) to participate  
16 in the development of their societies through a process  
17 of equitable economic growth that enables them to in-  
18 crease their incomes and their access to productive re-  
19 sources and services, to protect and advance their  
20 rights, and to influence decisions that affect their lives;

21 (2) to support development that is environmentally  
22 sustainable in that it maintains and restores the renew-  
23 able energy resource base of the economy and wisely  
24 uses nonrenewable resources;

1 (3) to promote Caribbean self-reliance by provid-  
2 ing assistance to indigenous national and regional gov-  
3 ernmental and nongovernmental institutions that have  
4 the capacity or potential to carry out development pro-  
5 grams effectively;

6 (4) to help increase the food security, reduce the  
7 food-import bill, and improve the nutritional levels of  
8 the Caribbean by supporting food production for na-  
9 tional and regional consumption;

10 (5) to promote the diversification of production,  
11 the development of new products, and the integration  
12 of agricultural production with the development of in-  
13 dustry and tourism;

14 (6) to help advance the process of regional eco-  
15 nomic integration by channeling assistance through re-  
16 gional organizations to the maximum extent possible in  
17 order to increase the capacity of such organizations to  
18 support development;

19 (7) to support those national programs of econom-  
20 ic adjustment that promote the policies enumerated in  
21 this section and that maintain adequate levels of social  
22 services and economic support for poor populations in  
23 order to help ensure that the burdens created by ad-  
24 justment are not borne by the poor;

1 (8) to avoid the displacement of traditional lines of  
2 small-scale production;

3 (9) to preserve and reinforce traditional Caribbean  
4 culture and social values; and

5 (10) to consult with the intended beneficiaries of  
6 United States economic assistance in the elaboration of  
7 development policies, programs, and projects.

8 (b) DEVELOPMENT ASSISTANCE.—In accordance with  
9 section 102 of the Foreign Assistance Act of 1961, priority  
10 in providing development assistance to the Caribbean shall be  
11 given to supporting indigenous democratic Caribbean institu-  
12 tions (including farmers' unions, cooperatives, labor organiza-  
13 tions, women's groups, and community organizations) that  
14 represent, work with, and benefit the poor, and through  
15 which the poor participate in making the decisions that affect  
16 their lives and their development. Such assistance shall be  
17 channeled to the maximum extent possible through United  
18 States institutions (including the Inter-American Foundation)  
19 and Caribbean regional institutions that directly fund such  
20 democratic Caribbean institutions.

21 (c) ECONOMIC SUPPORT FUND ASSISTANCE.—(1) As-  
22 sistance made available for the Caribbean under chapter 4 of  
23 part II of the Foreign Assistance Act of 1961 (relating to the  
24 Economic Support Fund) shall be used for assistance for  
25 those nations in the Caribbean that are experiencing a scarci-

1 ty of foreign exchange, principally for the purpose of helping  
2 those nations diversify their economies, overcome short-term  
3 constraints to development, and promote national economic  
4 policy reforms, consistent with the policies enumerated in  
5 section 4 of this Act.

6 (2) Priority in the use of such assistance shall be given  
7 to the purchase—

8 (A) of critical commodity imports by small- and  
9 medium-sized industries, farms, and cooperatives that  
10 have limited access to foreign exchange, and

11 (B) of key consumer goods in critically short  
12 supply.

13 (3) Preference in the purchase of commodity imports,  
14 which are purchased either with funds made available to na-  
15 tions in the Caribbean under chapter 4 of part II of the For-  
16 eign Assistance Act of 1961 or with local currencies accruing  
17 as a result of the use of those funds, shall be given to com-  
18 modities produced within the Caribbean region.

19 **SEC. 4. PRIORITY AREAS FOR ASSISTANCE.**

20 (a) **CRITERIA FOR ALLOCATION OF FUNDS.**—To im-  
21 plement the policies set forth in section 3, priority in the  
22 allocation of funds under chapter 1 of part I and under chap-  
23 ter 4 of part II of the Foreign Assistance Act of 1961, and in  
24 the allocation of the local currencies accruing as a result of  
25 the use of those funds, shall be given to the following:

1 (1) **FOOD SELF-SUFFICIENCY.**—Support to na-  
2 tional ministries of agriculture, the appropriate special-  
3 ized agencies of the Caribbean Community (CARI-  
4 COM) and the Organization of Eastern Caribbean  
5 States, the Caribbean Development Bank, and indige-  
6 nous nongovernmental organizations for efforts to  
7 achieve greater food self-sufficiency through increased  
8 staple food production for domestic consumption, in-  
9 cluding support for—

10 (A) the updating and completion of agricul-  
11 tural censuses;

12 (B) the coordination of research designed to  
13 improve crop yields and quality, to increase the  
14 availability of locally produced livestock and live-  
15 stock feed, to develop new products, and to identi-  
16 fy, multiply, and distribute local seed material to  
17 farmers for crop production;

18 (C) the improvement of marketing, storage,  
19 and transportation systems;

20 (D) the provision of credit to agricultural  
21 producers; and

22 (E) improved coordination of regional plan-  
23 ning for food self-sufficiency, particularly through  
24 the implementation of the Regional Food and Nu-



1       trition Strategy approved by the member govern-  
2       ments of the Caribbean Community in 1983.

3       (2) INTEGRATED RURAL DEVELOPMENT.—Sup-  
4       port, through the Caribbean Development Bank and  
5       such other mechanisms as the governments of nations  
6       in the Caribbean may recommend, for integrated rural  
7       development efforts designed to increase farm employ-  
8       ment opportunities, enhance the quality of rural life,  
9       and retard rural-to-urban migration, including pro-  
10      grams of agrarian reform that distribute land and pro-  
11      vide necessary assistance to small producers and  
12      cooperatives.

13      (3) COMMUNITY-BASED AGRO-INDUSTRIES.—  
14      Support for small- and medium-scale, locally owned co-  
15      operative and community-based agro-industries en-  
16      gaged in the processing of indigenous resources for  
17      local consumption and for export, including support  
18      for—

19      (A) the establishment of a marketing network  
20      to facilitate intraregional trade in food through  
21      programs, including those of the Caribbean Food  
22      Corporation, cooperatives, and other organiza-  
23      tions, that incorporate or serve small producers  
24      and that make marketing services more accessible  
25      to such industries;

1       (B) the development and introduction of pro-  
2       duction technology appropriate for such industries;

3       (C) programs that ensure the availability of  
4       credit to such industries; and

5       (D) the provision of the necessary training  
6       for the management and production personnel re-  
7       quired by such industries.

8       (4) FINANCIAL RESOURCES FOR SMALL- AND  
9       MEDIUM-SIZED FARM AND MANUFACTURING ENTER-  
10      PRISES.—Provision of financial resources to small- and  
11      medium-sized farm and manufacturing enterprises  
12      through—

13      (A) the creation and capitalization of appro-  
14      priate financial mechanisms, including preferential  
15      credit facilities (commonly referred to as "soft-  
16      loan windows") in the Caribbean Development  
17      Bank and in national development banks; and

18      (B) measures to encourage Caribbean com-  
19      mercial banks and credit unions to provide risk  
20      capital to such enterprises.

21      (5) EXPANSION OF TOURISM.—Support for the  
22      expansion of tourism in the Caribbean and for the in-  
23      creased development impact of tourism through its  
24      fuller integration into the local economy, by providing  
25      assistance—

1 (A) to appropriate governmental and nongov-  
2 ernmental regional organizations for the design  
3 and coordination of programs for—

4 (i) the expansion of the use of local  
5 goods and services, particularly local foods  
6 and cuisines, by Caribbean hotels and by the  
7 tourism industry in general;

8 (ii) the development and implementation  
9 of a marketing strategy for tourism in the  
10 Caribbean; and

11 (iii) the development of tourism as an  
12 integral part of Caribbean development and  
13 the promotion of investments in tourism that  
14 will maximize the impact of tourism on such  
15 development; and

16 (B) for training and utilizing local expertise  
17 in hotel and restaurant management and other  
18 necessary skills.

19 (6) REGIONAL INTEGRATION.—Support for re-  
20 gional integration and institutions, including seeking  
21 the cooperation of other donor nations in promoting re-  
22 gional development in the Caribbean and including sup-  
23 port for—

24 (A) efforts to regionalize and coordinate ac-  
25 tivities, to prevent the proliferation and duplica-

1 tion of regional bureaucracies, and to promote  
2 complementarity of regional efforts;

3 (B) the efforts of the Caribbean Development  
4 Bank and other governmental and nongovernmen-  
5 tal regional institutions to strengthen the regional  
6 infrastructure necessary to promote commercial  
7 activity and economic and social development  
8 through—

9 (i) the replenishment of the Multilateral  
10 Clearing Facility of the Caribbean Communi-  
11 ty to facilitate intraregional trade; and

12 (ii) the provision of financial resources  
13 to the Caribbean Food Corporation on terms  
14 that allow for the construction of food-pack-  
15 aging facilities and the development of other  
16 food-marketing infrastructure;

17 (C) regional research institutes that perform  
18 research that would contribute to the region's de-  
19 velopment (as described in this section); and

20 (D) inter-island transportation and communi-  
21 cation links, roads, and port facilities;

22 (7) UPGRADING TECHNICAL AND MANAGERIAL  
23 SKILLS.—Support for efforts of the countries of the  
24 Caribbean to upgrade the technical and managerial  
25 skills of their people, through—

1 (A) the increased utilization of local person-  
2 nel, knowledge, and expertise in all development-  
3 related activities;

4 (B) support, including scholarships, for train-  
5 ing in appropriate technical fields, including ad-  
6 ministration, finance, marketing, science, technol-  
7 ogy, environmental protection, and tourism;

8 (C) assistance in the identification, evalua-  
9 tion, selection, and development of appropriate  
10 technologies that promote small- and medium-  
11 scale agro-industries and food production, and  
12 training in the use of such technologies;

13 (D) assistance for product identification, re-  
14 search, development, promotion, and marketing;  
15 and

16 (E) support for increasing the capacity of  
17 Caribbean institutions, including universities, tech-  
18 nical institutes, and trade schools, to provide  
19 training in such fields.

20 (8) NATURAL RESOURCE BASE.—Promoting  
21 those agricultural and industrial methods suited to local  
22 environmental, resource, and climatic conditions, and  
23 supporting actions designed to sustain and enhance the  
24 renewable natural resource base of the Caribbean, by  
25 providing assistance—

1 (A) for programs that place an emphasis on  
2 small-scale, affordable, resource-conserving, local  
3 activities in such areas as sustainable agriculture  
4 and agroforestry and that utilize appropriate tech-  
5 nologies, such as organic fertilizers, terracing,  
6 contour cultivation, and tree planting;

7 (B) for the development of new and renew-  
8 able sources of energy, including the use of  
9 biogas, wind, solar, and geothermal resources;

10 (C) for programs focusing on expanding the  
11 development and use of local plants in preventa-  
12 tive and curative medicine;

13 (D) for establishing wildlife preserves;

14 (E) for developing—

15 (i) environmental curricula for use in the  
16 formal education system, and

17 (ii) materials for public education cam-  
18 paigns;

19 (F) to Caribbean institutions (such as the  
20 Caribbean Conservation Society and the Faculty  
21 of Agriculture of the University of the West  
22 Indies) to make available technical and material  
23 resources needed to implement subparagraphs (A)  
24 and (E); and



1 (G) for conferences that enable farmers,  
2 workers, scientists, policymakers, and others to  
3 meet with their regional and international coun-  
4 terparts to discuss and develop expertise in envi-  
5 ronmental issues.

6 (b) PROTECTION OF WORKER RIGHTS.—

7 (1) DENIAL OF ASSISTANCE.—(A) Assistance  
8 may not be provided under part I of the Foreign As-  
9 sistance Act of 1961—

10 (i) to any government or economic enterprise  
11 in the Caribbean that does not extend, protect,  
12 and enforce internationally recognized worker  
13 rights (as defined in section 502(a)(4) of the Trade  
14 Act of 1974) for its workers; or

15 (ii) for the construction of any physical infra-  
16 structure in the Caribbean for use by any econom-  
17 ic enterprise that does not extend, protect, and  
18 enforce internationally recognized worker rights  
19 for its workers.

20 (B) In implementing subparagraph (A)(ii), the  
21 Agency for International Development shall take rea-  
22 sonable steps to ensure that physical infrastructure  
23 which is constructed in the Caribbean with assistance  
24 provided under part I of the Foreign Assistance Act of  
25 1961 is not thereafter used by any economic enterprise

1 that does not extend, protect, and enforce internation-  
2 ally recognized worker rights for its workers.

3 (2) PETITIONS.—(A) For purposes of assisting in  
4 the implementation of paragraph (1), any person may  
5 submit to the Agency for International Development a  
6 petition presenting evidence that a government or eco-  
7 nomic enterprise in the Caribbean which is the benefi-  
8 ciary of assistance under part I of the Foreign Assist-  
9 ance Act of 1961 does not extend, protect, and enforce  
10 internationally recognized worker rights.

11 (B) If a petition submitted under subparagraph (A)  
12 presents credible evidence that a government or eco-  
13 nomic enterprise in the Caribbean which is the benefi-  
14 ciary of assistance under part I of the Foreign Assist-  
15 ance Act of 1961 does not extend, protect, and enforce  
16 internationally recognized worker rights, the Agency  
17 for International Development shall conduct a public  
18 hearing for the presentation of written and oral evi-  
19 dence with respect to the issue raised by the petition.

20 (C) The Administrator of the Agency for Interna-  
21 tional Development shall submit a copy of any petition  
22 submitted under subparagraph (A) to the Committee on  
23 Foreign Affairs of the House of Representatives and  
24 the Committee on Foreign Relations of the Senate, to-



1     gether with a discussion of the actions taken by the  
2     Agency as a result of that petition.

3     (c) **PROTECTION OF PUBLIC HEALTH.**—The Agency  
4     for International Development shall not provide any assist-  
5     ance, directly or indirectly, for the use of any chemical or  
6     other substance in a nation in the Caribbean if—

7         (1) that use is not permitted under laws of that  
8         nation relating to protection of public health, or

9         (2) that use would not be permitted in the United  
10        States under laws of the United States relating to pro-  
11        tection of public health.

12    (d) **SUPPORT FOR WOMEN'S ROLE IN DEVELOP-**  
13    **MENT.**—In providing the United States assistance described  
14    in subsection (a), emphasis shall be placed on ensuring the  
15    active participation of Caribbean women in the development  
16    process, particularly through—

17        (1) the promotion of greater access by women to  
18        productive resources and services, such as land, credit,  
19        and markets, thereby increasing the economic security  
20        of women and their dependents;

21        (2) programs that respond to and support women's  
22        domestic needs and activities, including the strengthen-  
23        ing of community-based education, health, and child-  
24        care programs and other critical social services identi-  
25        fied by poor women; and

1         (3) the involvement of Caribbean women in re-  
2         search on the factors that contribute to their economi-  
3         cally vulnerable situation and in programs that address  
4         these factors.

5     **SEC. 5. CONSULTATION, MONITORING, EVALUATION, AND**  
6     **REPORTING.**

7        (a) **CONSULTATION.**—In all stages of the design and  
8        implementation of assistance policies, programs, and projects  
9        in the Caribbean, the Agency for International Development  
10       shall take into account the perspectives of the rural and  
11       urban poor through close and regular consultation with Car-  
12       ibbean organizations that work with the poor and that have  
13       demonstrated effectiveness in or commitment to the promo-  
14       tion of local, grassroots activities on behalf of long-term de-  
15       velopment in the Caribbean, as described in section 3(a). Par-  
16       ticular attention shall be paid to the incorporation of Caribbe-  
17       an women in project identification, design, management, im-  
18       plementation, and evaluation. The Agency shall reflect the  
19       results of such consultations in its annual planning  
20       documents.

21       (b) **MONITORING.**—The Agency for International De-  
22       velopment shall monitor socioeconomic conditions in the Car-  
23       ibbean and the effect of United States economic assistance  
24       programs and policies on those conditions, and particularly on  
25       the region's most vulnerable groups. The Agency shall in-

1 volve Caribbean governments, and Caribbean nongovernmen-  
2 tal organizations that work at the grassroots level, in such  
3 monitoring.

4 (c) EVALUATION.—Not later than 3 years after the date  
5 of enactment of this Act, the Office of Technology  
6 Assessment—

7 (1) shall conduct an evaluation of the performance  
8 of the Agency for International Development in carry-  
9 ing out this Act; and

10 (2) shall report the result of that evaluation to the  
11 Congress.

12 (d) REPORTS TO CONGRESS.—(1) The Administrator of  
13 the Agency for International Development shall report annu-  
14 ally to the Congress on—

15 (A) the effectiveness of the programs conducted  
16 under this Act in furthering the policies set forth in  
17 section 3;

18 (B) the specific programs undertaken to carry out  
19 section 4, the amounts expended on each such pro-  
20 gram, and the specific results of each such program;

21 (C) the nature and results of consultations under  
22 subsection (a), and the impact of such consultations on  
23 the programs undertaken to carry out this Act; and

24 (D) the results of the monitoring under sub-  
25 section (b).

1 (2) The reports required by this subsection shall be sub-  
2 mitted as a discrete section of the annual congressional pres-  
3 entation materials on economic assistance.

4 SEC. 6. DEFINITION.

5 As used in this Act, the term "Caribbean" includes An-  
6 guilla, Antigua, and Barbuda, The Bahamas, Barbados,  
7 Belize, Dominica, Dominican Republic, Grenada, Guayana,  
8 Haiti, Jamaica, Saint Lucia, Saint Vincent and the Grena-  
9 dines, Suriname, Trinidad and Tobago, Cayman Islands,  
10 Montserrat, Netherlands Antilles, Saint Christopher-Nevis,  
11 Turks and Caicos Islands, and the British Virgin Islands.