

REPORT BY THE PREMIER, DR. THE HONOURABLE  
C.B. JAGAN, M.L.A., ON THE CONFERENCE OF  
COMMONWEALTH CARIBBEAN COUNTRIES HELD AT  
KINGSTON, JAMAICA, FROM 13TH TO 17TH  
JANUARY, 1964

A British Guiana delegation, headed by the Premier, Dr. the Honourable C.B. Jagan, M.L.A., attended the Conference of Commonwealth Caribbean Countries held at Kingston, Jamaica, from 13th to 17th January, 1964. The Conference is limited to Caribbean Countries of British tradition and those taking part are Jamaica, Trinidad and Tobago, Barbados and British Guiana. The Conference provides an opportunity for these countries to meet to discuss or take action on matters of common interest. The Inaugural Conference took place in Trinidad in July, 1963. The recent Conference in Jamaica was the second. The delegations from British Guiana and the other participating territories are given in Appendix I. A copy of the Agenda of the Conference is given in Appendix II.

2. The main points that arose or decisions reached at the Conference are as follows:

SECTION I

(i) Review of Progress in implementing decisions of the First Conference

After the opening addresses, the Conference discussed the action taken by each country in implementing the decisions of the first Conference. The following decisions were taken in respect of these matters.

(a) Sea Communications: (Regional Shipping)

The Conference agreed that:

- (i) the Working Party set up by the Heads of Government at its meeting in Port of Spain in July, 1963, should have a deadline to submit its report, and that this should be the 31st March, 1964;
- (ii) it was impracticable at this stage to consider the matter of shipping outside the region;
- (iii) Representatives of the Council present at the Conference should seek an early meeting of the Regional Shipping Council, prior to the 31st March, 1964, to consider as a matter of urgency, the future of the present shipping service, and to seek concurrence of the above proposals;
- (iv) a Committee of Ministers of Jamaica, Trinidad and Tobago, Barbados, and British Guiana, should be appointed to consider the proposed Working Party's report as soon as possible after the 31st March, 1964, so that the replacement of the existing shipping arrangements could be facilitated expeditiously.

(b) University of the West Indies:

The Conference noted the representations made by British Guiana in the decisions taken by the Council

of the University of the West Indies limiting the number of students from British Guiana who would be admitted to the University and fixing the level of fees which would be charged in respect of such students.

(c) Immigration into the United Kingdom:

The Conference noted that the Commonwealth Immigration Act had been extended by the United Kingdom Government for a further year to the 31st December, 1964, and agreed that joint action would be taken in making recommendations to the United Kingdom Government in relation to the administration of the Voucher System.

(d) Legal Aid Services:

The Conference noted the action taken by the Governments of Jamaica and Trinidad and Tobago to provide legal assistance to West Indian migrants in the United Kingdom but pointed out that full advantage should be taken by migrants of the extensive legal aid facilities provided by the United Kingdom for Commonwealth citizens. It was also noted that the Government of Jamaica was willing to consider the provision of additional legal staff in the office of the Jamaican High Commissioner in London to facilitate the provision of legal aid to migrants from territories which did not now have such facilities in the United Kingdom, provided that such additional costs were shared by the Governments benefiting from such arrangements. The participating Governments agreed to study the financial implication of these proposals.

(e) Montreal Exposition 1967:

It was agreed that it would be desirable for the four countries to be represented at this International Exposition, celebrating the Centenary of the British North America Act of 1867, and that proposals for participation would be prepared by the respective Governments.

(f) Federal Loan and Guarantee Fund:

It was agreed that the United States Government should be requested to re-consider its decision which it had conveyed to the United Kingdom Government and that Jamaica and Trinidad and Tobago should make further representations to the United States Government, through their Embassy in Washington, with a view to contribution to the Federal Loan and Guarantee Fund which had already been made by the United States Government for the provision of industrial credit in the area remaining in the Fund. It was also agreed that the United Kingdom Government should be requested to leave in the Fund the contribution from C.D. & W. Funds.

(g) Co-ordination of Efforts in External Representation:

The Jamaica delegation stated that informal co-ordination was taking place and would continue for the future. The question of representation in Africa was still to be decided.

(h) Cost of Handling Mail:

The Conference noted that the Government of Jamaica was now studying the question of joining the Postal Union of the Americas and Spain and it was proposed that Jamaica should join, as the Postal Union of the Americas and Spain comprised countries who were members of the Organisation of American States.

The Conference also noted that Jamaica and Trinidad and Tobago were considering the question of representation at the next meeting of the Universal Postal Union to be held in Vienna in May 1964. It was noted, too, that British Guiana had been invited to send an adviser on the United Kingdom delegation to the meeting.

(i) Progress on Trade Approaches by Trinidad and Tobago to Curacao and Aruba:

Officials of the Governments of Trinidad and Tobago and of the Netherlands Antilles had met in Curacao in August, 1963, and discussed a number of matters of common interest. It was generally agreed that there was considerable scope for expansion of two-way trade between these countries and in order to assist in this expansion it was being brought to the notice of the Trinidad and Tobago Government that although Trinidad and Tobago products could enter the Netherland Antilles on the same basis as the products of all other countries, the products of the Netherland Antilles could not at present enjoy the preferential tariffs applicable to the Commonwealth system of preferences.

The Conference noted that further consideration of this matter had been delayed by the onset of Hurricane Flora and that the matter was being actively pursued.

(j) Position of the Civil Service in the Age of Independence:

The Jamaica Delegation informed the Conference that the Government of Jamaica had decided to abolish U.K. leave which was an important step to rid the Civil Service of some of the attributes of a Colonial Civil Service.

(ii). Condolence to the Government and People of United States of America on the death of President John F. Kennedy

On the motion of the Rt. Hon. Sir Alexander Bustamante, Prime Minister of Jamaica, the Conference passed a resolution expressing condolence with the Government and people of the United States of America over the tragic death of President John F. Kennedy.

## SECTION II

(i). Future of the West Indies Sugar Industry

The Conference agreed on the following, based on a joint recommendation of the Honourable R. Lightbourne and the Honourable L. Robinson, incorporating an amendment proposed by the Rt. Honourable Dr. Eric Williams:-

"If any important issues arise in connection with sugar before the next meeting of the Heads of Government in Barbados, the Government of Jamaica, as the Secretariat (and the Barbados Government after they had taken over responsibility for the Secretariat) would take steps to convene a meeting".



Statements by the Trinidad and Tobago and Jamaica delegations clarifying their positions on the question of sugar are given as Appendices III and IV respectively.

(ii) Revision of Canada/West Indies Agreement

The Conference agreed that no action should be taken in respect of the Canada-West Indies Agreement.

(iii) The International Conference on Trade and Development

It was agreed that there should be continuing close collaboration between Jamaica and Trinidad and Tobago in their approach to the United Nations Trade and Development Conference, the review of the GATT, and discussions on the United States Trade Expansion Act (the Kennedy Round), as the interests of both these countries are largely identical in these matters; bearing in mind also the interests of the other British West Indian territories who would be welcomed in any of these discussions - subject, of course, to the fact that the United Kingdom Government would be the Government responsible for looking after the interests of these territories in all such matters.

It was also agreed that the territories of the British Caribbean should submit their views to the Governments of Trinidad and of Jamaica and that a meeting of all the Commonwealth countries of the Caribbean would, if possible, be arranged in advance of the United Nations Conference to give these countries the opportunity of airing their views.

The Conference took note of difficulties arising because the level of per capita income was frequently being used as a criterion to determine whether countries were "developed" or "underdeveloped". This resulted in Jamaica and Trinidad and Tobago being grouped with "developed" countries such as Italy rather than with the "underdeveloped" countries of Latin America and Africa. It was pointed out that there were many other factors which should be considered in determining the status and degree of development of a country.

(iv) Caribbean Trade Expansion in Agricultural, Livestock and Forestry Products

Regional Protection from competition of products imported from outside the Area

When this item came up for discussion, the Conference appointed a Sub-Committee to examine:-

- (1) the terms of reference and the composition of the United Nations Survey Team;
- (2) the proposals by British Guiana for improving intra-regional trade in agricultural products; and
- (3) proposal by the Barbados delegation for an exchange of information among the marketing organisations in the region.

The recommendations of the Sub-Committee were as follows:-

"The Committee recommends that a team of Experts under the auspices of the United Nations be commissioned:

- (1) To survey the Natural and the Human resources of the Region with a view to assessing their potential for development.
- (2) To recommend ways and means of increasing trade with the Region with special reference to the internal and regional aspects of marketing, transportation and communications facilities.

To carry out the above terms of reference we recommend a team composed of Regional and United Nations Experts. We recommend that as far as possible these Experts should be recruited from persons within the Region or from among persons who have had experience in similar conditions prevailing in the region. The United Nations Experts recruited from outside should be provided as far as possible with Regional counterparts. The team would comprise:-

- 1 Agricultural Economist, who has special qualifications in marketing
- 1 Economic Geologist
- 1 Industrial Consultant
- 1 Forestry Expert, with special experience in utilisation of Forest products
- 1 Transport Communications Expert
- 1 Trade Expert
- 1 Expert in Manpower resources
- 1 Soil Expert where necessary

We have examined the proposals submitted by British Guiana and Barbados for improving intra-regional trade by the exchange of market information and recommend that:-

Governments put into effect, immediately, machinery for the exchange of quantitative information regarding the periods when shortages and/or surpluses of agricultural products exist, or are likely to occur in their respective countries."

The Conference endorsed the Sub-Committee's Report.

#### (v) Bauxite Conference

At the request of the British Guiana Delegation, the Conference agreed that there should be a Conference on Bauxite in the near future.

### SECTION III

#### (i) Mutual Assistance in the event of disaster striking any of the territories

The Conference accepted the report of the Sub-Committee which was set up to report on the Trinidad and Tobago proposals in regard to Mutual Assistance in the event of disaster. The Sub-Committee reported as follows:-

- (1) There should be two Agencies to co-ordinate action in connection with emergency relief measures - (i) in Jamaica to serve Turks and Caicos Islands, Cayman Islands and British Honduras; (ii) in Trinidad to serve Trinidad and Tobago and British Guiana, Barbados and the Leeward and Windward Islands. There should be close consultation and co-operation between these two agencies. Machinery should be set up for the purpose.
- (2) The Trinidad and Tobago Government should set up its own Emergency Relief Organisation along the lines of the Organisations established in Barbados and Jamaica, and in this connection a representative of the Emergency Relief Organisations in Barbados and Jamaica should meet in Trinidad within a month to assist in setting up such an Organisation. The Windwards and Leewards should be encouraged to set up individually Emergency Relief Organisations along the lines of that established in Barbados.
- (3) The Trinidad and Tobago Government can make arrangements with the United States Authorities at Chaguaramas as to the type and extent of assistance which can be made available in the event of a disaster with respect to the territories named above.
- (4) In regard to the creation of a 'Disaster Fund' by the United Nations, it was felt that in view of the complications, which are many and varied, i.e. the difficulty in asking for aid for the Caribbean area as a whole involving such countries as Cuba, Haiti and the Dominican Republic, or separating the West Indian Islands from the other territories in the Caribbean, a Fund for disaster relief for the whole Caribbean area may be of such magnitude as to hinder establishment of the Fund. There was also the question as to what agency would allocate such a Fund, and the type of expenditure which should be met from the Fund. For these reasons it was decided that the representatives of Trinidad and Tobago and Jamaica at the United Nations should investigate the feasibility of the creation of such a fund, and should advise the Governments concerned as to what future action may be taken.
- (5) In regard to the question of stock-piling, it was agreed that this would not be practicable owing to the perishable nature of foodstuffs and deterioration that takes place in respect to clothing, bedding, etc.

It was the considered opinion of the Subcommittee that in place of physical stock-piling, there should be standing arrangements with private merchants to carry liberal and adequate stocks to meet any emergencies created by disaster. Arrangements should also be worked out with the United States Red Cross Society so as to enable prompt

distribution of supplies of preventive medicines, drugs and medicaments which might be sent by air to any disaster area.

The Committee recommended that participating Governments should ensure that action was taken immediately, so that adequate preparation could be made before the hurricane season.

- (ii) Co-operation and interchange of information in regard to Libraries, Archives, Museums and Archaeology

The Conference discussed detailed proposals submitted by Trinidad and Tobago for co-operation and the interchange of information on libraries, museums, archives and archaeology and agreed that the archivists and other technical officers of the four countries should meet in Jamaica under the chairmanship of the Jamaican Archivist to discuss in detail proposals submitted by the Trinidad and Tobago delegation.

- (iii) Establishment of a Caribbean Examination Council to set, mark and standardise the G.C.E. Examination for High Schools

The Conference discussed the matter of regional co-ordination in the setting and marking of secondary school examinations. It was agreed that though these countries as well as others in the Commonwealth had benefited from the **system of examinations administered by University syndicates and boards in the United Kingdom, it was time for this system to be replaced by examinations organised within the region, which would pay due regard to economic and sociological factors existing within the region and place greater emphasis on the history and geography of the Caribbean.**

The Conference accepted the proposal that the setting up of a Caribbean Examinations Council is a fit and proper subject for regional co-operation and proposed that a Working Party be set up to work out plans for the necessary change over to School Leaving Examinations under the aegis of such a Council.

Personnel of the Working Party to be:

- (a) Ministers of Education of each of the four Governments represented here, or the nominees of each.
- (b) Advisers to be invited by each Minister.

The Working Party should submit to Governments a draft plan, indicating:-

- (i) how the transfer should be phased;
- (ii) the administrative machinery necessary for the various stages of the transfer;
- (iii) the staff required at the various stages of the transfer;
- (iv) the likely costs of the transfer;
- (v) how the costs should be met;
- (vi) where the staff should have its headquarters;



(vii) any other relevant matters.

The host territory would provide the Secretariat to the Working Party when necessary. First meeting to be held in Barbados on a date to be fixed.

(iv) Attitude of the U.K. Government to West Indians in the United Kingdom

• The Jamaica delegation proposed: •

- (a) that the facilities for legal aid in the Offices of the Jamaica High Commission should be extended to provide similar services for nationals of other West Indian territories, provided that these territories would agree to make a contribution to the cost of such extension;
- (b) that Governments should contribute to the establishment of a West Indian Social Centre in the United Kingdom, details of which to be worked out at a later date.

The Conference noted the proposal by Jamaica that a Social Centre for W.I. migrants should be acquired in London. Barbados accepted the proposal in principle, whereas the Trinidad and Tobago Delegation, while expressing doubts about the principle of the proposal, agreed to give further consideration to the matter.

The Conference noted that the Jamaica Government would in any event be submitting more detailed proposals to the Governments concerned.

On the question of legal aid, the Conference noted that the Barbados Delegation did not feel itself able to support the proposal for contribution, but their Government would take other steps to provide these facilities for its own migrants.

The Conference expressed concern about the slow pace at which integration of West Indian migrants into the United Kingdom community was in fact taking place, but it was felt that the whole issue should be approached with greatest caution.

(v) Prohibition Orders on Entry of University of the West Indies Students into Jamaica

The British Guiana Delegation indicated that it would not pursue the matter at the Conference but would take it up bilaterally with the Jamaica Government.



SECTION IVCivil Aviation Within and Outside the Region

- (i) With respect to the United Kingdom Civil Aviation Act, 1960, and the Regulations made in 1961, in December 1963, the United Kingdom Minister of Aviation introduced Order No. 1978 - The Civil Aviation (Licensing) (Application for Colonial Registered Aircraft) Regulations, 1963.

Barbados objected on the grounds that although this was a regulation having direct implications for service in and out of Barbados, to and from the United Kingdom, no advance warning was given to the Government of Barbados. The same applied to British Guiana. A copy was sent by surface mail to Barbados by the Secretary of State after the regulation was tabled in the House of Commons. Both Barbados and British Guiana gave notice of intention to protest to the United Kingdom Government.

The Conference passed a Resolution agreeing to support the protest which the Governments of Barbados and British Guiana proposed to make to the Secretary of State in regard to the making of these Regulations without proper consultation with the territories affected.

- (ii) Both Jamaica and Trinidad and Tobago should keep in touch and should meet together in the near future to discuss the subject of Civil Aviation in the area, reserving the right to invite other territories to any such meeting.

SECTION V(i) Commonwealth Parliamentary Association

- (a) There should be a meeting of the Regional Commonwealth Parliamentary Association in June. Delegations should have a maximum of five persons from the main branches (Trinidad and Tobago and Jamaica) while other territories might send delegations of, say, three persons.
- (b) It would be desirable for all Caribbean Clerks of Legislature to get together concurrently; some equivalent official from the United Kingdom might be invited to attend.
- (c) Caribbean territories not attending the Conference should be informed of the annual Commonwealth Parliamentary Association meeting to be held in Jamaica in November under the Chairmanship of Jamaica, and invited to receive small groups of delegates for short periods of time. This should be with the understanding that delegates' expenses, while in the territories, should be borne by the territories themselves.
- (d) The question of delegates' transportation costs for deviations from Jamaica to any of the territories (with respect to (c) above), should be taken up with the Commonwealth Parliamentary Association. Normally, member countries assume responsibility for the transportation costs of their delegates to the site of Conference only.

(ii) Foreign Policy

Conference agreed to issue the following declaration on Foreign Policy which had been prepared by a Committee set up for the purpose:

"Declaration of Foreign Policy at the Conference of Heads of Governments of Commonwealth Caribbean Countries held at Kingston, Jamaica, January, 1964.

The Heads of Government of Jamaica, Trinidad & Tobago, Barbados and British Guiana reviewed the principles underlying the foreign policies of the two independent countries, Jamaica and Trinidad & Tobago, those likely to be adopted by an independent British Guiana and those by which the Barbados Government would like the foreign policy of Barbados to be determined upon independence within or outside of a Federation.

The principles include the following:-

1. UNITED NATIONS

Support for the United Nations Organisation, its aims and objectives.

2. DISARMAMENT, NUCLEAR TEST BAN TREATY AND LASTING PEACE

- (a) The outlawing of war as a means of resolving disputes and to that end the vigorous pursuit of a continuous and orderly process of complete disarmament begun with the partial Nuclear Test Ban Treaty;

- (b) Support of all moves designed to further the economic and social development of the developing countries, thus lessening dangerous tensions and improving the prospects of world peace.

3. FRIENDSHIP WITH ALL STATES

- (a) Friendship towards all peace-loving nations;
- (b) The right of all nations, small as well as large, to respect for their territorial integrity and their sovereign status;
- (c) The corresponding duty imposed on all Nations, small as well as large, to refrain from acts of terrorism or aggression against other countries or from any other action aimed at the subversion or overthrow of the Governments of other countries.

4. HEMISPHERIC FRIENDSHIP

Support of efforts to foster and maintain hemispheric friendship.

5. LATIN AMERICAN AND AFRO-ASIAN COUNTRIES

The closest possible collaboration with the Latin American and Afro-Asian Groups

- (a) In their efforts to bring to an end the pernicious system of colonialism;
- (b) In their uncompromising struggle against the abhorrent doctrine and practice of apartheid and against racial discrimination in any form or by any name;
- (c) In their struggle to achieve for all peoples everywhere the fullest measure of Human Rights.

6. COMMONWEALTH

The value of Commonwealth ties and associations extending as they do over so many and such diverse countries, races and systems of Government.

7. CARIBBEAN CO-OPERATION

The necessity for the closest possible collaboration among the Commonwealth Caribbean Countries on matters of common interest particularly in gaining recognition for the separate identity of the region, its unique history and background and its potential contribution to world peace and stability.

8. INTERNATIONAL TRADE

The need for the establishment of a new pattern of world trade which would recognise the urgent needs and rights of developing countries, and recognition of the view that differences between the economic and social systems of countries should not prevent developing countries from taking advantage of expanding markets for trade."

(iii) Representation in Latin America

The Jamaica delegation indicated that it did not wish to pursue the subject.

SECTION VI

- (i) Problems of Economic Planning in the Caribbean Area.
- (ii) Review of the Economy of the Area.
- (iii) Establishment of Machinery for the implementation of Resolutions on Economic and Technical Aid made at the July '63 Conference of Commonwealth Caribbean Countries.

The Conference discussed the three subjects together and agreed to issue the following Declaration:

DECLARATION OF POLICY IN REGARD TO ECONOMIC AID  
AT THE CONFERENCE OF HEADS OF GOVERNMENTS OF  
COMMONWEALTH CARIBBEAN COUNTRIES HELD AT KINGSTON  
JAMAICA, JANUARY 17, 1964

The Conference considered the difficulties which the Caribbean countries have encountered in obtaining economic aid, as follows:-

- (1) The criteria used by agencies involved in financial aid, both bilateral and multilateral, such as per capita income, recent economic growth rates and balance-of-payments situation, did not take into account many of the important factors bearing on the development of the economies.
- (2) Aid was available for projects of a certain minimum size, which minimum ruled out the smaller projects for improvement which were needed by these territories.
- (3) The practice of assisting only to the extent of the foreign exchange requirements of projects resulted in a large burden for local costs and also ruled out many projects, such as those in the agricultural sector.
- (4) The limited aid that was made available by the metropolitan countries in the colonial period had been used for social purposes rather than for productive projects.
- (5) The projects which were attractive from the point of view of the lenders were often not those accorded the highest priorities by the territories.

The Conference took the view that those criteria did not and do not adequately cover the special problems and unique features of the Caribbean economies, with special reference to the following:-



### 13.

- (1) With the exception of British Guiana, their land area was small and consequently they had little untapped resources to exploit.

Their population was small in relation to those of other countries, but in most territories, large in relation to resources.

- (2) Their period under foreign domination was long and had imposed a deep-rooted colonial economic structure, related to the needs of metropolitan countries. Their communities were the creation of the colonial powers.
- (3) Due to the need for taking positive action to attract capital, such as offering tax incentives, they were not reaping the full benefits of such development as was taking place.
- (4) The large volume of surplus labour which manifests itself to a large extent in open unemployment, particularly in urban areas, and which has been illustrated by the heavy migration in recent years.

The Conference therefore agreed:-

- (1) To establish a permanent agency to keep under continuous study and to analyse the economic problems and economic progress of the Caribbean countries and to ensure comparability of data and the free flow of relevant information between territories. This body should work in close collaboration with the Department of Economics and the Institute of Social and Economic Research of the University of the West Indies and the University of Guyana, as well as with the Planning and Statistical agencies of the Caribbean countries. It should include a permanent Working Committee comprising representatives of the financial, planning and statistical agencies of the Caribbean countries.
- (2) There should be collaboration between officials of the Governments of the countries participating in the Conference on work initiated by the Government of Trinidad and Tobago aimed at providing a better index of the need of a country for aid and special trade treatment than the simple per capita national income figure.
- (3) That the Governments of the United Kingdom, United States of America, Canada and such other countries as may be agreed to, as well as representatives of international agencies, should be invited to meet with the Governments of the Commonwealth Caribbean Countries and formulate concrete proposals for economic aid from the developed countries.

These proposals for economic aid from the developed countries should emphasize:-

- (a) Aid for general programmes rather than aid for specific projects;
- (b) Aid not limited to the direct foreign exchange component of projects or programmes.

Finally the Conference expressed grave concern at the increasing gap between the richer and poorer countries, and between the developed and developing nations and agreed to give support to every effort aimed at ensuring co-operation among developing nations to promote their development and to every effort aimed at persuading the developed countries to give adequate assistance to the developing nations free of strings and of restrictive conditions.

## SECTION VII

### (i) Participation in Regional Police Training Course

The Conference noted the proposals put forward by British Guiana for the establishment of a Regional Police Training Course, but opinion was divided and no decision was taken as to the necessity for the establishment of such a College at this time.

It was noted, however, that this decision would not debar Barbados, the Leeward and Windward Islands and British Guiana from taking joint action on police training if they so wished.

### (ii) Proposals for subsequent meetings

The Barbados delegation extended an invitation for the Third Conference of Commonwealth Caribbean Countries to be held in Barbados during the week beginning 27th of July, 1964. This invitation was accepted by the Conference.

It was agreed that as soon as the Report of the current Conference was ready, Jamaica would circulate this Report to the other Governments and would then hand over further follow-up action to the Government of Barbados who would then take over responsibility for the Secretariat. In the meantime, the Government of Jamaica would implement what decisions were possible and send out records and other information.

### (iii) British Guiana

The Heads of Governments were of the view that the problem of British Guiana was of interest and concern to all the Commonwealth Caribbean Countries and that an attempt should be made in the Caribbean by Caribbean leaders to solve it. They were of the view that the over-riding principle of Caribbean survival makes it mandatory that British Guiana - among other Caribbean Territories - should attain independence as soon as the inescapable constitutional and other procedures can be settled, and these should be completed as rapidly as possible.

The Heads of Governments were opposed to Proportional Representation as a method of representation in the region. They were willing to lend their good offices to work out an acceptable constitutional settlement for British Guiana which would avoid the absurdity of Proportional Representation and the indignity of a foreign imposition.

The British Guiana delegation stated that in order to allay any fears that might exist at home and abroad, the Government was willing to provide all reasonable constitutional and other safeguards and consultative machinery. The Government was willing to agree to a meeting of Heads of Governments to discuss the matter in detail so that the necessary guarantees of democratic procedures and institutions in British Guiana could be assured, but however much the Government wanted independence for British Guiana, it was not prepared to agree to any circumscription of British Guiana's sovereignty, or any interference in its domestic affairs.

The British Guiana question was not on the agenda of the Conference, and though discussion started at the closing stages of the Conference, it was continued after its conclusion, and on the eve and the day of the departure of the Trinidad and Tobago and Barbados delegations from Jamaica.

As a result of the discussions, the Prime Minister of Trinidad and Tobago prepared a statement to be issued by the Heads of the four Governments. (See Appendix V). The Premier of British Guiana pointed out that the statement was not factually correct and prepared an alternative statement. (See Appendix VI).

the The main difference between the two drafts was that the Trinidad and Tobago draft stated that the discussions on British Guiana were the result of representations made by the Premier of British Guiana speaking on behalf of his Government. This was not correct. The position was that when the West Indian leaders proposed that the British Guiana question should be put on the Conference Agenda, the cabinet of British Guiana requested that it be removed, and this was done. It was the Prime Minister of Jamaica, at the closing stages of the Conference, who had initiated discussion on British Guiana and he was followed by the Premier of Barbados and the Prime Minister of Trinidad and Tobago, all of whom expressed the view that the situation in British Guiana was a Caribbean issue ~~that~~ that "if it is at all possible, this issue should be settled in the Caribbean and by Caribbean representatives." The Premier of British Guiana had accepted the gesture and agreed to discuss the matter, provided, as stated above, there was no attempt to circumscribe British Guiana's sovereignty or interfere in its domestic affairs.

It was therefore not correct to say that the Premier of British Guiana, speaking on behalf of the Government of British Guiana, had requested the Heads of Governments to help settle the British Guiana question.

The only other point of difference of any importance between the two drafts was that the Premier of British Guiana felt that the statement should include the view that was freely expressed by the other Heads of Governments that the nature and circumstances of the Secretary of State's imposition ~~were~~ unlikely to further the interests of the people of the country as a whole.

The Premier of British Guiana pointed out that his draft was a more accurate statement of the position. The Prime Minister of Trinidad and Tobago was unwilling to discuss any changes in his draft. The Premier of British Guiana then

suggested that the proposed Tobago Meeting should take place whether or not a statement was issued. This was also not acceptable to the Prime Minister of Trinidad and Tobago.

All these discussions took place on Monday 20th January. In the event, no agreement was reached, and the Trinidad and Tobago and Barbados delegations left Jamaica the same day.

Office of the Premier,  
Georgetown, British Guiana.  
7th February, 1964.



DELEGATES AT THE CONFERENCE OF COMMONWEALTH  
CARIBBEAN COUNTRIES

JAMAICA

Rt. Hon. Sir Alexander Bustamante, P.C.	- Prime Minister
Hon. D.B. Sangster	- Deputy Prime Minister & Minister of Finance
Hon. Kenneth Jones	- Minister of Comm. & Works
Hon. R.C. Lightbourne	- Minister of Trade & Industry
Hon. E.L. Allen	- Minister of Education
Hon. J.P. Gyles	- Minister of Agriculture
Hon. D.C. Tavares	- Minister of Housing
Hon. Roy McNeill	- Minister of Home Affairs
Hon. Leopold Lynch	- Minister of Local Government
Hon. V.B. Grant	- Attorney General
Mr. Felix Toyloy, M.P.	- Parliamentary Secretary, Ministry of Local Government

Advisers

Hon. G. Arthur Brown, C.M.G.	- Financial Secretary
Mr. J.M. Lloyd, C.M.G.	- Permanent Secretary to the Prime Minister
His Excellency Mr. H.L. Wynter	- High Commissioner for Jamaica, in Trinidad & Tobago
Sir Robert Kirkwood	- Chairman of the S.M.A. of Ja. Ltd.
Mr. B.W. Lynch	- Permanent Secretary, Ministry of Agriculture and Lands
Mr. John Clerk	- Permanent Secretary, Ministry of Home Affairs

TRINIDAD

Rt. Hon. Dr. Eric Williams, P.C.	- Prime Minister
Hon. L.M. Robinson	- Minister of Agriculture & Lands & Fisheries
Hon. Sen. W.J. Alexander	- Minister without Portfolio and Special Adviser to P.M.
Hon. K. Mohammed	- Minister of Public Utilities
Hon. A.C. Alexis	- Minister without Portfolio for West Indian Affairs
Hon. Senator Donald Pierre	- Minister of Education

Advisers

Senator, Sir Patrick Hobson	- Chairman, B.W.I.A.
His Excellency Mr. Matthew Ramcharan	- High Commissioner for Trinidad & Tobago in Jamaica.
Mr. Owen Mathurin	- Public Relations Officer, P.M.'s Office.
Mr. Carl Tull	- Commissioner for Trinidad & Tobago in British Guiana.

BARBADOS

Hon. Errol Barrow  
 Hon. J. Cameron Tudor

Advisers

Mr. E.S.S. Burrowes, C.M.G.  
 Mr. F.L. Cozier, O.B.E.  
 Mr. S.G. Entage  
 Mr. N.A. Barrow

- Premier
- Minister of Education

- Financial Secretary
- Permanent Secretary to Premier
- Admin. Asst., Economic Planning Unit
- Personal Assistant to the Premier

BRITISH GUIANA

Hon. Dr. Cheddi Jagan,  
 Hon. Mrs. Janet Jagan

Advisers

Mr. H.R. Persaud  
 Mr. D.A. Forte  
 Mr. E.S. Drayton  
 Mr. D. Yankana

- Premier
- *Minister of Home Affairs*

- Permanent Secretary, Department of External Affairs
- Permanent Secretary, Ministry of Communications
- Permanent Secretary, Ministry of Education & Social Development
- Actg. Permanent Secretary, Ministry of Trade & Industry



CONFERENCE OF HEADS OF WEST INDIAN GOVERNMENTS  
KINGSTON, JAMAICA - JANUARY 13 - JANUARY 17, 1964

AGENDA

MONDAY, JANUARY 13

- (i) Chairman's Opening Remarks and Speeches from Heads of Government
- (ii) Approval of Agenda
- (iii) Procedure to be followed during the Conference

Section I

Review of Progress in implementing decisions of the First Conference (ALL GOVERNMENTS)

Section II

- (i) Future of the W.I. Sugar Industry (JAMAICA)
- (ii) Revision of Canada/W.I. Agreement (BARBADOS)

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TUESDAY, JANUARY 14

9:30 A.M.

Section II

- (iii) The International Conference on Trade and Development (JAMAICA)
- (iv) Caribbean Trade Expansion in Agricultural Livestock and Forestry Products. Regional protection from competition of products imported from outside the Area. (BR. GUIANA)

Section III

- (i) Mutual Assistance in the event of disaster striking any of the territories. (TRINIDAD & TOBAGO)
- (ii) Co-operation and interchange of information in regard to Libraries, Archives, Museums and Archaeology (TRINIDAD & TOBAGO)
- (iii) Establishment of a Caribbean Examination Council to set, mark and standardise the G.C.E. Examination for High Schools (JAMAICA)
- (iv) Attitude of Home Government to West Indians in the U.K. (JAMAICA)
- (v) Jamaica Government Prohibition Orders affecting the entry of any student admitted to the U.W.I., into the Island (BR. GUIANA)

WEDNESDAY, JANUARY 15Section IV

Civil Aviation within and outside the  
Region (JAMAICA)

Section V

- (i) Meeting of Commonwealth Parliamentary  
Association June 1964 (JAMAICA)
- (ii) Review of Foreign Policies pursued  
by the Territories (ALL GOVERNMENTS)

THURSDAY, JANUARY 16Section V

- (iii) Representation in Latin America (JAMAICA)

Section VI

- (i) Problems of Economic Planning in the  
Caribbean Area (JAMAICA)
- (ii) Review of the Economy of the Area (JAMAICA)
- (iii) Establishment of Machinery for the  
implementation of Resolutions on  
Economic and Technical Aid, made at  
the July '63 Conference of Commonwealth  
Caribbean Countries. (JAMAICA)

FRIDAY, JANUARY 17Section VII

- (i) Participation in Regional Police  
Training College (BRITISH GUIANA)
- (ii) Proposals for subsequent meetings.



STATEMENT BY THE TRINIDAD AND TOBAGO DELEGATION ON THE  
COMMONWEALTH SUGAR AGREEMENT

In view of the repeated misrepresentations of the Trinidad and Tobago position on the Commonwealth Sugar Agreement the following statement is issued by the Delegation of Trinidad and Tobago at the Commonwealth Caribbean Conference.

In October last the Prime Minister of Trinidad and Tobago informally approached the Acting British High Commissioner in Port of Spain on the possible participation of the West Indian countries in the windfall prices for sugar in the form of economic aid by the United Kingdom for projects not inconsistent with the general objectives of the Commonwealth Sugar Agreement. The Prime Minister emphasized that the Commonwealth Sugar Agreement was a very satisfactory agreement, one of the best of the Commodity Agreements, and that his proposal was not to be construed as an attempt to revise the Agreement.

The Prime Minister suggested as a possible basis of discussion an arrangement by which a prescribed percentage of the differential between the negotiated price and the world price might be set aside for economic development with particular reference to

- (a) Sugar Workers' Housing
- (b) General Housing.

He stressed that this would provide some part of the funds necessary for the implementation of the development plans of the West Indian countries. The Prime Minister suggested that, if this formula was acceptable to the United Kingdom, the percentage of the differential to be made available to the West Indies might be reduced as the differential fell, being also reduced when the differential, if any, fell below a certain agreed figure.

This proposal was communicated informally to the Jamaica High Commissioner in Trinidad by the Prime Minister.

The official attitude of the Prime Minister of Trinidad and Tobago to the Commonwealth Sugar Agreement was formally stated by the Prime Minister on December 6, 1963, in the course of a debate on foreign policy in the House of Representatives:

"On sugar, it is the 100-year old problem of the beet sugar industry. In recent weeks we have re-affirmed the importance of the Commonwealth Sugar Agreement which we have always defended and proclaimed as the best of the International Commodity Agreements. That has been re-affirmed. We are not too sure whether, without interfering in any way with the Commonwealth Sugar Agreement, some formula might not be reached whereby some part of the fantastic price that is now available might be provided to developing countries, whilst fully recognizing the fact that for so many years we have been getting £46, where the world price was £20. Through the Commonwealth Sugar Agreement we were able to maintain a certain level of stability. Notwithstanding that, and without any prejudice to the agreement at all, we are not too certain that something might not be done for territories like Trinidad, Barbados and Jamaica who, at this moment, are seeking international assistance in one form or another for the implementation of comprehensive Development Plans. This matter is being raised without necessarily suggesting that an issue is being made of it. At the same time, we propose to take up

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the question of our rights as West Indian independent countries to the sugar market of the United States of America, as going beyond the traditional negotiations between the United States Department of Agriculture and producers in the West Indies. This is a matter for discussion between Government and Government - the independent Government of the United States of America negotiating with the independent government of Trinidad and Tobago, and we hope, Jamaica. Possibly we may be concentrating a little more on that in the months to come."



APPENDIX IV

STATEMENT BY THE JAMAICA DELEGATION ON THE COMMONWEALTH  
SUGAR AGREEMENT

" The Jamaica Government has taken note of the statement issued by the Rt. Hon. Dr. Eric Williams, Prime Minister of Trinidad and Tobago, on his Government's policy with respect to sugar. The Jamaican Government is in full agreement that no attempt shall be made to change the Commonwealth Sugar Agreement and is fully in accord with his expression that it is one of the best of the commodity agreements.

While the Jamaica Government would welcome obtaining further funds for economic development with particular emphasis on (a) sugar workers housing; and (b) general housing, the Jamaica Government would however wish it placed on record that in seeking a possible source for such funds, that the proposal suggested by Dr. Williams should be regarded purely as a potential source that may be convenient to the U.K. Government from which to provide such aid and that no attempt should be made to suggest that there be entitlement or right of access to this particular source for the purposes mentioned.

With regard to future sugar negotiations, Jamaica Government restates that, while it does not abdicate its responsibilities to ensure obtaining the best possible agreements for its exports, in this particular instance our Government proposes to continue utilising the BWISA as negotiators on its behalf with the proviso that the Jamaica Government must be constantly kept informed and that there shall always be the fullest consultation between the Association and Government prior to and during any negotiations with Government reserving its full rights, responsibilities and powers."

DRAFT STATEMENT PREPARED BY THE  
PRIME MINISTER OF TRINIDAD AND TOBAGO

The Prime Ministers of Jamaica, Trinidad and Tobago and the Premier of Barbados met informally with the Premier of British Guiana on four occasions in the past few days, in accordance with the agreement reached by them in the recent conference of Commonwealth Caribbean Countries in Kingston, Jamaica, to consider representations from the Premier of British Guiana, speaking on behalf of the Government of British Guiana, that they should use their good offices to achieve a settlement of the British Guiana issue. The Prime Ministers of Jamaica and Trinidad and Tobago and the Premier of Barbados have consistently taken and acted on the view that, if it is at all possible, this issue should be settled in the Caribbean and by Caribbean representatives.

The Commonwealth Caribbean Countries, including British Guiana are feeling today the full effects of centuries of colonial control and the difficulties and deficiencies inherited from that control. On the one hand, they face increasing pressures, both economic and political, in their efforts to improve their trading relationships and the economic and social conditions of their people. On the other hand, the outside world tends far too often to take them for granted and to regard their independence as purely nominal.

The Heads of Governments of the Commonwealth Caribbean Countries, in their determination to satisfy the legitimate aspirations of the Caribbean peoples, are agreed that the defence of vital Caribbean interests can and must be sought only in the solidarity, in the first instance, of the Commonwealth Caribbean Countries.

Whatever the particular variations of constitutional forms of economic practices which they may each adopt, consistent with the accepted conventions of national sovereignty, the fact is that what the Commonwealth Caribbean Countries have in common is more important than the incidental differences of emphasis or temperament which may occasionally divide them.

The Commonwealth Caribbean Countries therefore pledge themselves, whatever might be their individual sympathies on particular issues or general principles in a confused world, to give priority at all times, in consultation one with another, to the defence of the interests of the Caribbean peoples against attacks or threat from any quarter whatsoever.

This overriding principle of Caribbean survival makes it mandatory that British Guiana - among other Caribbean territories - should achieve independence, just so soon as the inescapable constitutional and other procedures can be settled.

The imposition of a settlement by the United Kingdom, whatever its explanations, for however temporary a period, is inconsistent with the achievement of this fundamental objective. The conventional constitutional accords between the various parties and interests in British Guiana must be facilitated and completed as rapidly as possible, always for the benefit of the people of British Guiana.

The Heads of Governments of Jamaica, Trinidad and Tobago, Barbados and British Guiana subscribe to this general declaration of principle, and agree to meet in Tobago on February 1 and 2, with appropriate advisers to begin consideration of the details involved in its implementation.



DRAFT STATEMENT PREPARED BY THE PREMIER OF  
BRITISH GUIANA

The Heads of Governments of the Commonwealth Caribbean Countries, in their determination to satisfy the legitimate aspirations of the Caribbean peoples, are agreed that the promotion of vital Caribbean interests can and must be sought in the first instance in the solidarity of the Commonwealth Caribbean Countries.

The heads of Governments have therefore agreed that it is important that a solution to the British Guiana problem should be settled, if possible, in the Caribbean and by Caribbean representatives.

Whatever the particular variations of constitutional forms of economic practices which they may adopt, consistent with the accepted conventions of national sovereignty, the fact is that what the Commonwealth Caribbean Countries have in common is more important than the incidental differences of emphasis or temperament which may occasionally divide them.

The Commonwealth Caribbean Countries therefore pledge themselves, whatever might be their individual sympathies on particular issues or general principles in a confused world, to give priority at all times, in consultation one with another, to the defence of the interests of the Caribbean peoples against attacks or threat from any quarter whatsoever.

This overriding principle of Caribbean survival makes it mandatory that British Guiana - among other Caribbean territories - should achieve independence, just so soon as the inescapable constitutional and other procedures can be settled.

The imposition of a settlement by the United Kingdom whatever its explanations, for however temporary a period, is at best of doubtful value. In the case of British Guiana the nature and circumstances of the imposition <sup>are</sup> unlikely to further the interests of the people of the country as a whole. The conventional constitutional accords between the various parties and interests in British Guiana must be facilitated and completed as rapidly as possible, always for the benefit of the people of British Guiana.

The Heads of Governments of Jamaica, Trinidad and Tobago, Barbados and British Guiana subscribe to this general declaration of principle, and agree to meet in Tobago on February 1 and 2, with appropriate advisers to begin consideration of the details involved in its implementation.