Racial Politics in Post-Revolutionary Cuba

Using interviews, as well as survey and archival research, this book analyzes race relations under the Castro regime and places the Cuban revolution in a comparative and international framework. In doing so, Sawyer challenges other scholarly arguments either that the regime has eliminated racial inequality or that it has been profoundly racist.

By providing a balanced view of race relations, this book shows how static racial ideology has remained since the revolution and how Cuba has not become a racial democracy, but has done more than any other society to eliminate racial inequality. In fact, the current implementation of market reforms, especially tourism, has exacerbated these inequalities. Despite these shortcomings, the regime remains popular among blacks because they perceive their alternatives of the United States and the Miami exile community to be far worse.

Mark Q. Sawyer currently holds appointments as an associate professor with the Department of Political Science and with the Bunche Institute for African American Studies at UCLA. He is currently on leave until 2005 as a postdoctoral Fellow in the Robert Wood Johnson Foundation Scholars in Health Policy Program at the University of California at Berkeley and will be a visiting professor at the Harvard University Department of African American Studies. In 1999, he received his Ph.D. in political science from the University of Chicago. He joined the faculty at UCLA in 1999 and has taught undergraduate and graduate courses on the politics of the African diaspora, urban politics, African American political thought, and a general education cluster in interracial dynamics. Professor Sawyer has published articles in journals that include *The Journal of Political Psychology*, *Perspectives on Politics*, and *SOULS*. 
“Anyone who eats a yam…” Havana community mural art. Courtesy of the author.
Racial Politics in Post-Revolutionary Cuba

MARK Q. SAWYER

University of California, Los Angeles
For my parents, Ernest and Theresa Sawyer, with love
Contents

List of Figures and Tables  page viii
Acknowledgments xi
Introduction xv

1 Race Cycles, Racial Hierarchy, and Inclusionary Discrimination: A Dynamic Approach 1
2 Freedom and Discrimination: Uneven Inequality and Inclusion in Pre-Revolutionary Cuba 36
3 Race and Revolution: Transformation and Continuity 49
4 Match Made in Heaven or Strange Bedfellows? Black Radicals in Castro’s Cuba 79
5 Race and Daily Life in Cuba During the Special Period: Part I: Interview Data 102
6 Race and Daily Life in Cuba During the Special Period: Part II: Survey Research 134
7 Racial Politics in Miami: Ninety Miles and a World Away 154
Conclusion 175

Bibliography 183
Index 193
Figures

Frontispiece: “Anyone who eats a yam…” Havana community mural art

1.1 Race cycles model 4
6.1 Perceived status of racial groups 138

Tables

3.1 Life chances by race 51
3.2 Attitudes toward the revolution by race, 1962 58
3.3 Estimates of life expectancy by race in Cuba, Brazil, and the United States, 1980s 70
3.4 Literacy rates by race and sex in the population of Cuban ten- to nineteen-year-olds, 1899–1981 70
3.5 Cuban attitudes toward racial progress under Castro 73
5.1 Do you think interracial marriage is advisable? 126
6.1 Intersubjective racial categories and skin color in Cuba 137
6.2 Correlations between race, education, and income 139
6.3 Race and profession 139
6.4 Correlation between race and perceptions of the new Cuban economy 141
6.5 Correlations between race and (1) a composite measure of explicit racism and (2) perceptions of black delinquency 142
Figures and Tables

6.6 Respondents’ attitudes about the decency and intelligence of racial groups 142
6.7 Mean and standard deviation of explicit racial prejudice by nation and participant’s race 143
6.8 Preferences in terms of phenotype and race 144
6.9 Perceptions of racial discrimination 145
6.10 Of those who claim to have experienced discrimination, where did it happen? 145
6.11 Race and organizational involvement 146
6.12 Race and religious preference 147
6.13 Correlations relating to Santeria 147
6.14 Mean and standard deviation of patriotism as a function of race 148
6.15 Patriotism regressed on racial identity, racial affect, ethnocentrism, and group dominance ideologies as a function of race 149
6.16 Questions of identity to blacks and mulattos 150
6.17 Attitudes about black organization 150
6.18 Race and international comparison of racial issues 151
6.19 Correlation between race and perceptions of Cuban Americans 152
7.1 Probability estimates on probit model significant variables 172
7.2 Probit model: Blacks face little or no discrimination 172
7.3 Regression model on feeling thermometer regarding blacks 173
There are too many people to name who have made invaluable contributions to this project. It has truly been a collective effort. First, I thank the Cuban people who aided me in my research in every way imaginable. This book seeks only to convey the beauty and spirit of the island and its people. I have done my best to keep faith with them and their story.

I also thank the various organizations that supported my research work on this project. This project was supported in various ways by the Mellon Dissertation year fellowship at the University of Chicago; the Center for the Study of Race, Politics, and Culture Travel Grant; the University of Chicago Office of Minority Student Affairs; the UCLA Institute for American Cultures Faculty Grant; the UC Senate Faculty Grant; the Rockefeller African Diaspora Fellowship Grant at the University of Texas at Austin; the UCLA Multi-Disciplinary Seed Grant; and the Robert Wood Johnson Scholars in Health Policy Program. While they did not provide any resources, I also offer special thanks to the organization Pastors for Peace, which along with Dean Alison Boden of the Rockefeller Memorial Chapel facilitated my first trip to Cuba. I also thank the National Conference of Black Political Scientists and the Race and Democracy in the Americas Project for providing venues to present and further develop this book.

There are a series of people who have been both pioneers in the discipline and critical to my own development as a scholar. They are Dianne Pinderhughes, Michael Dawson, Michael Hanchard, Marvin A. Lewis,
Acknowledgments

and Carlos Moore. Without them I would never have made it to this point. I am constantly inspired and awed by their commitment to excellent scholarship and the development of young scholars like me. I can never thank them enough for all they have done. In addition, I thank the other members of my dissertation committee, William Sewell and Susan Stokes, for their steadfast help and support.

I also received substantial support from friends and colleagues. These include Robert L. James Jr., Sarita Gregory, Taeku Lee, Mathew Hill, and Zoltan Hajnal, whom I met at University of Chicago. Distinguished scholars like Charles Tilly and Doug McAdam aided in the formulation of parts of this project during their Summer Institute at the Center for Advanced Study in the Behavioral Sciences in Palo Alto.

At UCLA, a number of friends and colleagues have contributed to this project in different ways. I thank Laura Gomez and Edward Telles for reading early versions of the manuscript. I also must thank Edmund Keller, Franklin Gilliam, Darnell Hunt, Vice Chancellor Claudia Mitchell-Kernan, Mike Lofchie, Victor Wolfenstein, and Joel Aberbach for their support and mentorship. I especially want to thank Raymond Rocco for his friendship. Life at UCLA would not have been the same without him, and I look forward to his forthcoming book. James Sidanius has also been a friend, colleague, and co-author who made a large portion of this possible. I cannot begin to explain how much I have learned from him about scholarship. Hector Perla has also been a wonderful friend whom it has been a pleasure to watch grow into a top-flight scholar.

I also have a number of friends both inside and outside academia who directly aided and supported me in my project. Jerry Minton has been an invaluable force in my life over the course of this project. Christopher Parker has grown to be one of my closest colleagues and friends as we have both struggled to find our niche in the academy. My friend and co-author John Guidry has been an important touchstone whose wisdom and spirit always set me on the right path. My close friend James Vreeland contributed critical advice to the final draft of the book. I also must thank Dominique Apollon for his help in reading drafts of the manuscript.

At UCLA I have been fortunate to work with excellent graduate students. Sarah Blue was an indispensable part of collecting survey data. Also, Yesilernis Peña provided such excellent work as a
research assistant that almost no part of this book is untouched by her influence.

I also acknowledge at least some of my undergraduates who helped in various ways with the project. They include Erica Sosa, Marco Durazo, Francisco Lacayo, John Dobard, Veronica Salinas, Renata Faiman, Christina Vargas, Blanca Martinez, Laura Hernandez, Michelle Leah Velazquez, Tianna Paschel, and Frances Azizi.

Further, I thank Lewis Bateman, my acquisitions editor at Cambridge University Press. His faith in me and this project was critical and will never be forgotten. I also thank the anonymous reviewers who helped make this a much better book. In addition, I thank Rhonda Wheatley and Ruth Homrighaus (www.ruthlessediting.com), who both edited versions of the manuscript at different stages. I also thank photographer Kenneth McGough (www.photomaya.com) for use of his photo entitled Santeria for the cover.

Finally, I thank my family. My brother Michael Sawyer has always been a role model and inspiration for me. His wife, Mishaune, and two children, Ashley and Ellis (aka “Butch”), have also been wonderful to me. My grandmother Ruth Kocher and aunt Joyce Kocher have also been powerful forces in my life. I also must thank my boxer, Kalil. He has lived through every phase of this project and always reminded me that the simple pleasures are sometimes the best. I also have to thank my life partner, Celia O. Lacayo. She has consistently exceeded the call of duty in terms of loving me and supporting my work. I could not have done this without her. And to my parents, Ernest and Theresa Sawyer, I owe all of my accomplishments and who I am. This book is dedicated to them. I love you all!
Introduction

In 1997, I stepped off a Cubana Airlines plane in Havana, having to that point experienced the mystery of modern Cuba only as a prospective researcher and tourist. There were several other Americans on the flight. We stood in a queue waiting to enter the country. When I arrived at the Customs check, the officer took my passport and motioned me to a side room. Two black Cuban guards moved to my sides and escorted me into an area with a small metal table and a chair.

In the room, they first patted me down and then asked me to sit. My ear had not yet attuned to Cuban Spanish, so my responses were quite slow. First, they asked me where I was from. I responded, “The United States” and showed them my papers. Unsatisfied, they asked, “Where are you really from?” I became annoyed and thought I should get more specific. “Chicago,” I replied. They did not seem satisfied and countered, “But where were you born?” By this time, I was deeply confused and unclear as to how to respond. I replied, “Chicago.”

They looked at each other and seemed to agree on the next question: “Where are your parents from – where were they born?” I responded, “Chicago and Alabama, the United States.” At this point, they seemed confused. One took a second look, and said with relief, “So you’re not Cuban?” I responded, “No.” The other then asked, “Not your family? But you look Cuban.” Confused, I just shook my head and sat there. They looked at each other, laughed, waved me out of the room, and helped me through Customs with my bags after asking some friendly personal questions.
Introduction

At first, I was quite flabbergasted by the event. How could I be mistaken for Cuban? I had never in my life been told I looked American, so what did it mean to “look Cuban”? Also, how did race mark me for differential treatment and scrutiny? The irony was that, in the Customs officials’ eyes, my blackness made me “Cuban” and marked me as a possible native or exile returning home, yet at the same time it made me subject to increased scrutiny and perhaps the presumption of criminality or even terrorism. The legal scholar and critical race theorist Devon Carbado notes in an article on his emigration from Great Britain to the United States that only through an encounter with racist members of the Los Angeles Police Department did he become “American.” Carbado writes: “I became American long before I acquired citizenship. Unlike citizenship, black racial naturalization was always available to me, even as I tried to make myself unavailable for that particular Americanization process” (2002, 946). Just as Carbado was introduced to the problematics of race within the United States, I was introduced to the experience of race in Cuba. My racial identity marked me as Cuban and “other” simultaneously; it meant I was both part of the Cuban nation and singled out for special scrutiny.

Racialized experiences are common throughout the diaspora, but much is at stake in exploring these experiences within Cuba. The Cuban Revolution has been widely hailed for having solved the race problem domestically and internationally through socialism and for supporting antiracist and anticolonial struggles worldwide. The view from the ground in Cuba, however, indicates that the race situation on the island nation is much more complex. Before the revolution, blacks faced substantial discrimination in all walks of Cuban life. Cuba’s was a highly unequal society based upon race that at times experimented with Jim Crow–style policies. More frequently, however, it was a society in which blacks held formal citizenship status but lived under highly unequal terms. Discrimination was practiced in important organs of civil society like schools, unions, professional organizations, and private clubs. The Cuban Revolution’s policies greatly transformed Cuba’s racial, political, social, and economic legacy. The Cuban Revolution eliminated racial exclusion in those areas of civil society where it was practiced and transformed many of the material conditions of blacks in positive ways. Blacks benefited from higher literacy rates created by better access to education. Furthermore, blacks took advantage of
better income distribution, new opportunities in professions, and an expanded health system that greatly increased life expectancy (de la Fuente 1995).

Yet, to some degree, the same contradictory situation of black inclusion and inequality that could be seen in the post-independence period has also characterized the revolution. In Cuba today, Afro-Cubans are embraced as “authentic” Cubans and the primary supporters of the regime at the same time that they are constructed as “socially dangerous” (de la Fuente 2001). Following brief periods of improvement and longer periods of stagnation, and partly as a result of the collapse of the Soviet Union and the ongoing influence of pre-existing racial disparities, racial inequality is again growing in Cuba. Job discrimination against Afro-Cubans in the tourist sector and their unequal access to dollars through remittances from the United States exacerbate the problem. Daily life in Cuba is filled with contradictions: While the large number of black police officers signals the unprecedented ways in which blacks have been integrated into Cuban society since the revolution, for example, the ways in which these officers tend to single out blacks for harassment and scrutiny indicate that racial stereotypes and inequality are alive and well.

This book seeks to unlock such contradictions, to better understand how racial inequality has persisted in Cuba despite substantial efforts by the government to create equality and even stronger efforts to convince Cubans and the international community that the nation has solved its race problem. Admittedly, this is quite a thorny area in which to tread. For a variety of reasons, racial equality has become a central part of the Cuban Revolution’s international and domestic reputation. The ongoing experiment that is the Cuban Revolution has been as much about race as it has been about attempts to institute socialism and develop both Cuban nationalism and Third World internationalism. Thus, there is much at stake in this analysis.

It is an understatement to suggest that racial issues in Cuba are complex. The regime has done more than the government of any other nation, perhaps, to address the problem of racial inequality, yet it has taken some missteps. This book will examine the approach of the Cuban Revolution to pursuing color-blind, class-based means of solving racial problems, and it will explore the limits of that approach. But as far as race relations are concerned, the revolution cannot be
examined as a clear point of demarcation in Cuba’s history. The legacy and acknowledgment of racial mixture, as well as denials of the existence of racism, are key pre-revolutionary constructs that have influenced race relations on the island after the revolution. These constructs were themselves shaped by Cuba’s colonial legacy of slavery and the unequal inclusion of blacks in the nation at the moment of independence. Critical events and developments in Cuban racial history, like racial violence against blacks who organized an independent black political party at the turn of the twentieth century, helped to structure race relations within the context of the revolution.

I argue that racial inequality has persisted in post-revolutionary Cuba as a result of ideological and structural factors, some of which existed prior to the revolution and others of which were products of, or exacerbated by, events following the revolution. The ideology of Latin American exceptionalism – which denied the existence of racism and suppressed black agency – was a significant factor in preventing more comprehensive racial reforms before and after the revolution. Furthermore, the unequal education of blacks in the pre-revolutionary era, as well as their location in poorer neighborhoods and regions and their participation in the sugar sector of the economy, had a substantial impact on relative racial inequality after the revolution. During the revolution, the ideology of Marxism combined with the ideology of Latin American exceptionalism to limit reforms so that class-based solutions, rather than potentially more effective race-specific measures, were proposed to eliminate the problem of blacks’ relative inequality.

Yet behind such specific causes of racial inequality in Cuba has been the influence of broader structural changes in Cuban politics and society; the specific story of the Cuban Revolution is important, but it also may contain lessons about racial politics in general. The Cuban Revolution raised questions about the effects of recognizing multiracial categories and the benefits and limits of color-blind policies in eliminating racial hierarchy that are still in the process of being answered. The revolution allows us to examine the interaction between race and class in a socialist state attempting to produce a classless society and to assess the similarities and differences between the effects of liberal and Marxist ideologies on racial politics. This approach enables us to witness the simultaneous acknowledgment and denial of racial problems in Cuba that is a hallmark of color-blind state discourse. We are also able
to analyze the variable terms of racialized inclusion that are at work throughout the modern nations of the Americas. With the advance of capitalism and the devolution of the state in the Cuban economy, furthermore, Cuba may now be on a convergent path with societies like those of the United States and Brazil in terms of race. Looking at the cultural, political, and international legacy of the Cuban Revolution, then, can yield insights for those concerned about racial politics in the United States and elsewhere in the world.

This book explores the evolution of Cuban ideology and policies concerning race in order to examine, first, whether there is in fact racial hierarchy in Cuba today. If it does exist, why has it persisted through more than forty years of socialist government? The book’s central argument is that racial politics within Cuba have followed patterns of opening and retrenchment that have been driven by the need of the state to mobilize blacks to support state projects and to protect the state from hostile forces. Once the state’s projects have been completed or the threats against it neutralized, it has consolidated around new racial orders. Within this process, racial ideology has played a critical role in setting the boundaries for improvement on racial issues and providing justifications for retrenchment. The mechanisms of racial change and of the consolidation of racial orders are not unique to Cuba. In understanding them, we can come to understand racial politics more generally and to arrive at conclusions that allow for further comparison.

The approach of this book, therefore, is explicitly transnational – transnational both in the sense that international factors drive racial politics and in the sense that racialization is frequently thought of and experienced in transnational and comparative terms. Racialized experiences have common threads that transcend national boundaries in a way that has been consciously recognized by leaders, activists, and everyday people. International politics are, in this sense, a powerful factor in “domestic” racial politics. I argue explicitly that Cuba, the United States, and Africa have played critical roles in one another’s racial histories. As a consequence, we must focus on transnational flows of people and ideology in order to understand completely the historical evolution of racial politics on the island. Specifically, we must examine the Cold War interaction among nations and its impact on racial politics.
Chapter 1 proposes a theory to explain why racial hierarchy is so persistent, and racial progress so sporadic, in Cuba. The “race cycles theory” outlines the relationship among racial progress, mechanisms like state crisis, and the influence of racial ideology. I argue in Chapter 1 that Cuban racial ideology is characterized by what I call “inclusionary discrimination.” While mechanisms like state crises create openings for racial progress, the ideology of inclusionary discrimination encourages the ongoing marginalization of Afro-Cubans in Cuban social, economic, and political life. The race cycles theory and the idea of inclusionary discrimination improve upon existing models of racial politics by introducing a dynamic model of racialization.

Chapter 2 uses the model developed in Chapter 1 to look at racial politics in pre-revolutionary Cuba. It argues that the Cuban War of Independence represented a significant opening for Afro-Cubans, who pressed for freedom and equality in the context of the struggle for independence. Following independence, racist beliefs surfaced that justified racist attacks on independent black organizations as white elites sought to consolidate their power around a new racial order that made blacks junior partners in the new nation. Cuban elites developed a myth of racial democracy – and a fear of black insurgency – that justified racial violence and denied the existence of racial inequality. This closure represented a form of state consolidation.

The pattern of opening and closure appeared again during the Cuban Revolution, which followed similar ideological scripts. Examining the Cuban Revolution, Chapter 3 shows that the initial change in regime generated great reforms and a comparative embrace of blacks. Following the crisis created by the change of regime, however, Castro’s government consolidated its power by curtailing the freedoms of organizations in general and those of black organizations in particular. The regime also blended a version of the old myth of racial democracy with the new idea that socialism had eliminated Cuban racial inequality. While blacks have not reached parity with whites under Castro’s regime, they have nevertheless benefited greatly from redistributive efforts and from the economic growth created by socialism and aided by Soviet subsidies.

The third chapter also examines how progress toward racial equality was made when Cuba committed thousands of troops to supporting the MPLA in Angola against UNITA and the South African government.
The Cuban mobilization opened up new discussions on the island about race and created both greater black representation in positions of power and a new acceptance of black culture. Following the victory in Angola, a new crisis emerged. The looming collapse of the Soviet Union and the increasingly threatening stance of the Reagan administration created, because of the need to mobilize support for the regime, further openings for racial advance. For the first time, the Castro regime suggested the possibility of instituting affirmative action policies. However, the ensuing economic collapse was so great that it thwarted these mobilization efforts. The economic retraction caused by the fall of the Soviet Union made it impossible to expand opportunities for blacks. The regime created a new hybrid socialist/capitalist economy, and the new order again asserted the myth of racial democracy.

Chapter 4 takes a historical step backward and examines the interaction between 1960s and 1970s Black Nationalists from the United States and the Castro regime. The chapter sheds light on the contradictions between Cuba’s domestic racial policy, which attacked black organizations and black autonomy, and its international policy, which supported organizations like the Black Panther Party. In doing so, this chapter provides a clear example of the limits of the Castro regime’s racial politics as experienced by activists from the United States. Their experiences illuminate the contradictions of inclusionary discrimination as well as the transnational and comparative nature of black politics. The chapter shows how the experiences of U.S.-based activists and leaders in Cuba helped foment an ideological divide between U.S.-based cultural nationalists, who saw race as the primary source of black oppression and rejected socialism, and U.S.-based revolutionary nationalists, who saw socialism as essential to solving racial problems and who were, in consequence, much less critical of the Castro regime’s approach to race in Cuba.

Chapter 5 looks at race in contemporary Cuba. Drawing on in-depth interviews, it shows that racial discrimination is still perceived as a problem by Afro-Cubans. The chapter also demonstrates that the new capitalist economic order is creating significant inequalities based upon race: Whites have greater access to remittances from abroad and employment in the new, lucrative tourist industry, while blacks are frequently forced into criminal or black market activities in order to survive. In conjunction with subscribing to myths of racial democracy,
many Cuban whites hold that black disadvantage in the new economy is due to their inherent inferiority. The professed gains of the revolution have become a justification for inequality.

Chapter 6 uses public opinion surveys I conducted in Havana in 2000 and 2001 to test the existence of racial hierarchy, the salience of race in daily life, and the effect of race on political attitudes in Cuba. The chapter challenges notions that race is not salient in Cuba and shows that race profoundly structures attitudes about Cuban racial issues, politics, and economics. Race is also a determinant of several key measures of life chances; blacks are at the bottom of a stair-step racial hierarchy in Cuba, and whites are at the top. I argue that despite persistent inequality, Afro-Cubans generally support the current regime because of both its past successes and their pessimism about leadership alternatives like the Miami exile community.

Chapter 7 examines the racial politics of the Miami exile community and suggests that the conservative leadership of the community has been at best insensitive with regard to racial issues. The chapter looks at a number of historical incidents and examines survey data that compares Cuban racial attitudes with those of other major groups of Latinos in the United States. I argue that the exile community’s general tendency to conflate the struggle for racial equality with communist sympathies and its racial insensitivity have made it hopelessly out of step with the citizens of Cuba, who have become increasingly darker since the revolution.

Finally, the Conclusion examines how well the empirical case of Cuba fits the race cycles theory and the idea of inclusionary discrimination described in Chapter 1. It summarizes the issues discussed throughout the book and considers the future of Cuba and its revolution. The Conclusion also looks at the implications of what I have demonstrated about the Cuban experiment for racial politics and policy in the United States and beyond.