

FINAL REPORT

COUNTRY POVERTY ASSESSMENT ST. KITTS AND NEVIS 2007/08

**LIVING CONDITIONS IN A CARIBBEAN SMALL ISLAND
DEVELOPING STATE**

VOLUME 2 LIVING CONDITIONS IN THE ISLAND OF ST. KITTS

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VOLUME 2 LIVING CONDITIONS IN THE ISLAND OF ST. KITTS

**Submitted to:
THE CARIBBEAN DEVELOPMENT BANK**

**Submitted by:
KAIRI CONSULTANTS LIMITED
14 Cochrane Street, Tunapuna, Trinidad and Tobago, West Indies
Tel: 868 663 2677; Fax: 868 663 1442
Website: www.kairi.com**

**In collaboration with the
NATIONAL ASSESSMENT TEAM OF THE ISLAND OF ST. KITTS**

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INTRODUCTION

This Volume highlights the situation of living conditions in the island of St. Kitts. It draws from information obtained in the combined Survey of Living Conditions and Household (SLC/HBS), the Participatory Poverty Assessment (PPA) and the Institutional Analysis (IA).

The Country Poverty Assessment (CPA) is an analysis of data and information that are quantitative and qualitative in nature. Quantitative and qualitative data are based on different understandings of the nature of social reality. Quantitative social research is based on the assumption that it is possible to study society in the same way that the physical world is studied; that it is possible to gather 'facts' about society that are devoid of human passion, beliefs and feelings. For researchers who use this approach the ultimate objective is to establish relationships among social phenomena. After the data are collected, statistical analysis can be applied to derive meaning from these data, and to test hypotheses.

Qualitative research on the other hand is based on the assumption that in order to understand society we need to consider more than objective facts. Researchers working in this mode argue that since we are dealing with human beings with emotions and feelings, it is necessary to capture aspects of human interaction with objective conditions to produce social outcomes. Whereas quantitative studies use formal structured questionnaires, qualitative studies use open ended, flexible research instruments.

The SLC/HBS is essentially a compendium of statistical data, which informs the examination of conditions that exist among the resident population in St. Kitts. The qualitative data, on the other hand, emerge from the community-based PPA, the household-based phenomenological studies conducted in selected poor communities and the Interviews conducted during the IA. Thus the PPA and IA strengthened the assessment process by broadening stakeholder involvement, generating a large amount of qualitative data to complement the quantitative data produced by the SLC/HBS, enriching the analysis, and deepening understanding of poverty from the perspective of the poor.

STRUCTURE OF THE REPORT

Section 1 presents the findings from the SLC/HBS including estimates of key poverty and vulnerability indicators and an analysis of the socio-demographic characteristics and geographic distribution of the poor in St. Kitts. A quantitative analysis of living conditions in St. Kitts is presented under key themes and issues of interest, including Health, Education and Physical Living Conditions.

Section 2 discusses the experience and perspectives of residents in selected poor communities throughout the island, who participated in the PPA- focus group discussions, Community Workshops and one-on-one interviews.

Section 3 presents information on a host of institutions in the mainstream economic and social life of the country, with specific reference to their operations in St. Kitts.

Section 4 Concludes with a discussion of key issues of importance to the Island and presents recommendations for treating with these issues.

Additional detailed reporting of the PPA in St. Kitts, including quotations from participants at the community workshops and focus group interviews, are presented in the Appendix to this Volume (Appendix to Volume II). Supplementary tables in respect of the SLC/HBS in St. Kitts are also presented in the Appendix to this Volume.

Details of the methodology used in all aspects of the study are presented in Volume 4 (Technical and Statistical Appendices).

SECTION I

FINDINGS OF THE SLC IN ST. KITTS

This section reports on the findings of the combined Survey of Living Conditions (SLC) and Household Budgetary Survey (HBS). Such a survey provides a rich source of data for evaluating living standards and quality of life indicators, and is an essential resource for monitoring development progress.

The SLC/HBS contains wide-ranging information covering food and non-food expenditure and all income sources. Consumption covers all monetary expenditures on goods and services consumed plus the monetary value of all consumption from income in kind, such as food produced for own consumption and the value of owner-occupied housing.

The Survey was conducted through the administering of questionnaires to a sample of 671 in St. Kitts and 287 households in Nevis, representing approximately 6.2 percent of the population.

CHAPTER 1

THE MAGNITUDE OF POVERTY IN ST. KITTS

Based on the recently conducted combined Survey of Living Conditions and Household Budgetary Survey (SLC/HBS), conducted in 2007/2008, it was found that the average family in St. Kitts needs at least EC\$17,978 per annum to meet their minimum basic food and non-food consumption requirements.

The estimated Indigence Line for St. Kitts - the cost of securing the cheapest basket of food that would ensure 2400 kilo calories, and comprised of all essential nutrients for good bodily health - was EC\$2,595 per annum, or \$7.10 per day. On this basis, it was estimated that 1.1 percent of households or 1.4 percent of individuals was indigent.

The poverty line was estimated at \$7,329 per annum. The poverty rate or headcount index is the percentage of the population that lives in households whose adult equivalent per capita consumption falls below the poverty line. On this basis, 23.7 percent of individuals (corresponding to 14.8 percent of households) were deemed to be poor. With vulnerability line set at 25 percent above the poverty line, some 37.8 percent of individuals fell below the vulnerability threshold: they are at risk of being affected by economic and other shocks.

TABLE 1.1: AVERAGE HOUSEHOLD SIZE AND EXPENDITURE REQUIRED – ST. KITTS

No. of Households in St. Kitts	Average Household Size (Adult Equivalent)	Indigence Line (EC\$)	Annual Minimum Food Expenditure Required Per Average Household (EC\$)	Poverty Line (EC\$)	Annual Total Expenditure Required Per Household (EC\$)
11,927	2.4530	2,595	6,365	7,329	17,978

Table 1.2 presents data on some key poverty and vulnerability indicators in St. Kitts specifically, based on the survey. Some interesting findings relate to educational attainment, employment, and access to water and safe disposal of faecal waste.

- Almost 22 percent of adults had not passed any school examination;
- As much as 9.4 percent of children of school age had not attended school at all in the week prior to the survey;

- Overall unemployment was 6.3 percent and approximately 14 percent of households did not have any adults employed;
- In terms of access to safe potable water, 2.9 percent of individuals lacked a safe source; and
- 7.5 percent of individuals relied on pit latrines or worse for waste disposal.

Overall, when comparisons are made with 1999/2000 or eight years ago, the poverty rate had fallen by almost 7.0 percent. Most importantly, indigence had been substantially reduced, from 11 percent to 1.4 percent. Clearly, the rise in food prices in the latter half of 2007, and early 2008, might have slowed or even reversed this downward trend in poverty and in indigence. Hence the importance of looking at vulnerability estimates.

TABLE 1.2: INDICATORS OF VULNERABILITY FOR ST. KITTS

Indicator of Vulnerability	St. Kitts, 2007	
	Households	Individuals
Poverty Headcount Index (Adult Equivalent) percent	14.8	23.7
Indigence Level (Adult Equivalent) percent	1.1	1.4
Low per capita household consumption (below 125% of poverty line)	37.9	53.5
Low adult equivalent household consumption (below 125% of poverty line)	24.5	37.8
Low educational attainment (defined as an adult not having passed any school examination)	n.a.	21.5
No schooling (school aged children not attending school last week for at least one day)	n.a.	9.4
No employment (no adult employed in the household)	13.9	6.7
Insufficient employment (less than one in two adults employed in the household)	19.4	15.9
Unemployment Rate	n.a.	6.3
High dependency ratio (less than one person of working age for every two persons not of working age)	12.6	10.3
Poor access to safe water (if no piped water)	4.2	2.9
Poor quality of housing (toilet is a pit latrine or worse)	8.6	7.5
Low asset base (household has 3 or less out of 9 possible common durables)	14.4	12.6

n.a = not applicable

Respondents were asked to rate the economic situation of their household compared with one year ago (Table 1.3). About 31 percent of the population deemed their condition to have worsened. Interestingly, a smaller percentage of those in the lowest quintile thought that conditions had become much worse or worse (28.6%) compared to those in the highest quintile (34.1 %) who felt conditions had deteriorated. On the other hand, those in the third and fourth quintiles were most likely to feel an improvement in their condition over the previous year- 33.0 percent and 36.2 percent respectively, compared to a national average of 28.0 percent.

TABLE 1.3 ECONOMIC SITUATION OF HOUSEHOLD COMPARED TO 1 YEAR AGO

Economic Situation compared to 1 year ago (St. Kitts)	Per capita Consumption Quintiles					
	I	II	III	IV	V	Total
	%					
Much worse now	6.5	15.9	13.4	7.7	6.3	10.0
A Little worse now	22.1	14.6	14.6	25.4	27.8	20.9
Same	39.1	42.4	31.8	26.6	32.1	34.4
A Little better now	19.3	22.6	23.2	26.1	17.0	21.6
Much better now	5.2	2.4	9.8	10.1	4.3	6.4
Don't know	7.8	2.2	7.3	4.0	12.5	6.8
Total (%)	100.0	100.0	100.0	100.0	100.0	100.0
Total (N)	2,391	2,387	2,388	2,369	2,392	11,927

1.1 DEMOGRAPHIC CHARACTERISTICS OF THE POOR

In respect of gender and poverty generally, while, at first blush, there was no wide difference between males and females in poverty - 24.2 percent of males and 23.3 percent of females were poor - 47.8 percent of the poor were male compared to 52.2 percent of the female.

TABLE 1.4: DISTRIBUTION OF POPULATION BY SEX AND SOCIO-ECONOMIC STATUS – ST. KITTS

Sex	Socio Economic Status (St. Kitts)			% of population sub-group poor
	Poor population	Non Poor Population	Total population	
	%			
Male	47.8	46.5	46.8	24.18
Female	52.2	53.5	53.2	23.26
Both Sexes	100.0	100.0	100.0	23.69

Children were over-represented among the poor, which supports the thesis that poorer households tend to have a larger number of children; 41.9 percent of the poor were in the age group 0-14 years of age (Table 1.5). On the other hand, while 7.7 percent of the population was in the age group 65 years of age and over, 4.4 percent of the poor were in this age group.

TABLE 1.5: SOCIO-ECONOMIC STATUS BY AGE GROUP

Age Group	Socio Economic Status		
	Poor	Non Poor	Total
	N		
0-14	41.9	26.0	29.8
15-24	25.7	17.7	19.6
25-44	20.7	28.8	26.9
45-64	7.4	18.8	16.1
65+	4.4	8.7	7.7
All groups	100.0	100.0	100.0

On the matter of ethnicity, 94.9 percent of the population was of African descent. However, 96.6 percent of those in the poorest quintile were of African descent. African representation in the highest quintile fell to 89.8 percent or some 5 percent below their representation in the population. Not uncharacteristically, all other groups had a higher representation in the highest quintile.

TABLE 1.6: POPULATION BY ETHNICITY AND QUINTILES

Ethnicity	Per Capita Consumption Quintiles					
	I	II	III	IV	V	Total
	%					
African Descent/Negro/Black	96.6	98.6	94.6	95.1	89.8	94.9
Indigenous People (Amerindian/Carib)	0.0	0.7	0.3	0.0	0.2	0.2
East Indian	0.6	0.0	1.6	0.4	3.0	1.2
Chinese/Asian	0.0	0.0	0.0	0.0	0.2	0.0
Portuguese	0.0	0.0	0.0	0.0	0.2	0.0
Syrian/Lebanese	0.0	0.0	0.0	0.0	0.0	0.0
White/Caucasian	0.0	0.0	0.2	0.0	3.2	0.7
Mixed	2.4	0.8	3.3	4.2	3.3	2.8
Other	0.0	0.0	0.0	0.0	0.0	0.0
Don't know/Not Stated	0.3	0.0	0.0	0.3	0.0	0.1
Total	100.0	100.0	100.0	100.0	100.0	100.0
Total (N)	7,650	7,715	7,638	7,633	7,669	38,305

In respect of the population 15 years and over by union status, apart from the category 'not in a union' which accounted for 39 percent of respondents, legal marriage represented the highest single category. However, there were substantial differences especially between the first and second quintiles on the one hand, and the fourth and fifth quintiles on the other hand, in respect of legal marriage and common law unions. Indeed, the higher the quintile, the more likely was it, that one would be legally married. Legal married unions were the most dominant category in the highest quintile (Table 1.7).

TABLE 1.7: POPULATION 15 YEAR AND OVER BY UNION STATUS AND QUINTILES

Present Union Status	Per Capita Consumption Quintiles					
	I	II	III	IV	V	Total
	%					
Legally married	5.5	9.9	19.6	25.1	34.4	20.1
Common Law union	15.5	11.5	13.4	8.3	5.0	10.3
Visiting partner	18.0	23.6	17.9	16.3	14.1	17.8
Married but not in union	0.5	0.7	0.0	0.5	1.1	0.6
Legally separated and not in a union	0.0	0.7	0.3	0.2	0.8	0.4
Widowed and not in union	2.2	1.1	4.8	3.6	7.7	4.1
Divorced and not in union	0.8	1.2	1.4	1.2	2.8	1.5
Not in a union	51.0	43.4	35.7	40.4	29.3	39.2
Don't know/Not stated	6.6	8.0	6.9	4.3	4.6	6.0
Total	100.0	100.0	100.0	100.0	100.0	100.0
Total (N)	4,432	5,027	5,267	5,986	6,190	26,901

Kittitians belong to a wide range of Christian denominations, among which Anglican is the largest single category (20.8 percent) followed by Methodist (18.3 percent): Anglicanism was the established church in colonial times, but it was the Non-Conformists who worked to introduce the slaves to Christianity, and to provide education just before Emancipation. More persons in the highest quintile subscribed to Anglicanism than among those in the lowest quintile (23.5 percent versus 15.7 percent). However, there was no obvious relationship between religious affiliation and poverty. This can be seen in Table 1.8.

TABLE 1.8: POPULATION BY RELIGION AND QUINTILES

Religion	Per Capita Consumption Quintiles					
	I	II	III	IV	V	Total
	%					
Anglican	15.7	21.6	23	20.1	23.5	20.8
Baptist	7	5.9	4.5	3	5	5.1
Church of God	6.9	2.7	5.9	4.6	7.1	5.4
Evangelical	0.2	3.1	2.7	2.2	2.4	2.1
Jehovah Witnesses	0.9	0.2	0.9	2.3	0.5	0.9
Methodist	17.2	20.6	18.3	20.5	14.7	18.3
Moravian	16.9	12.1	9.9	8.4	9.8	11.4
Pentecostal	11.1	4.3	13.9	9.6	9.2	9.6
Roman Catholic	4.6	5.4	3.8	8.1	9.3	6.3
Seventh Day Adventist	9.5	7.1	4.5	4.7	5.4	6.3
Other	2.1	13.8	10.3	13	9.3	9.6
None	7.2	2.5	1.5	3.4	2.4	3.4
Not Stated	0.6	0.9	0.9	0	1.6	0.8
Total	100	100	100	100	100	100
Total (N)	7,650	7,715	7,638	7,633	7,669	38,305

The migratory patterns of the society are reflected in Tables 1.9 and 1.10. The place of residence of “mother of respondent” shows that the higher the quintile, the more likely is it that the mother was born abroad. Implicit in this is the fact that those entering St. Kitts are likely to be upward mobile or to ensure that migration to St. Kitts works positively for them. Persons with mothers born abroad were more likely to be in a higher quintile than in lower quintiles.

TABLE 1.9: MOTHER'S PLACE OF RESIDENCE BY QUINTILES

Mother's Place of Residence	Per Capita Consumption Quintiles					
	I	II	III	IV	V	Total
	%	%	%	%	%	%
St. Kitts	96.9	94.7	87.1	86.1	74.4	87.8
Nevis	1.5	2.4	6.4	5.1	7.5	4.6
Abroad	1.6	2.9	6.3	8.7	17.3	7.3
Not Stated	0.0	0.0	0.2	0.0	0.9	0.2
Total	100.0	100.0	100.0	100.0	100.0	100.0
Total (N)	7,650	7,715	7,638	7,633	7,669	38,305

TABLE 1.10: PERSONS LIVING ABROAD AT PRESENT BY QUINTILES

Household Member Living Abroad at Present	Per Capita Consumption Quintiles					
	I	II	III	IV	V	Total
	%	%	%	%	%	%
Yes	1.9	4.8	3.7	7.1	13.0	6.1
No	98.1	95.2	96.3	92.9	87.0	93.9
Not Stated	0.0	0.0	0.0	0.0	0.0	0.0
Total	100.0	100.0	100.0	100.0	100.0	100.0
Total (N)	7,650	7,715	7,638	7,633	7,669	38,305

Persons in the higher quintiles were also more likely to have members of the household resident abroad. These were likely to contribute to the well-being of those remaining at home by sending remittances. Thus, the lowest quintile had a much smaller percentage of household members resident abroad. The circulatory flows of people, coming in and nationals going abroad, seems to validate the importance of migration in enhancing welfare. In respect of destination of those going abroad North America, US Caribbean territories and Europe accounted for some 44 percent, suggesting that almost half went to countries with higher per capita income (Table 1.11).

Interestingly, almost three percent went to Africa: this may be due to the efforts of a few countries in Africa to attract professional and technical cadres from the Caribbean, Botswana being the most significant player in this regard.

TABLE 1.11: RECEIVING COUNTRIES OF MIGRANTS FROM ST. KITTS

Country	%
OECS	17.18269
Other English Speaking Caribbean	2.41536
French Speaking Caribbean	7.341094
Dutch Speaking Caribbean	0
Spanish Speaking Caribbean	1.42971
US Caribbean Territory	12.62566
North America	25.64709
South America	4.521667
Europe	5.732766
Asia	0
Africa	2.911467
Other	0.98565
Not Stated	19.20684
Total	100.0
Total (N)	2,337

Table 1.12 shows that persons in the highest quintiles predominated among persons who had lived abroad in the last ten years: of all those who had lived abroad, 67.2 percent were in either the fourth or fifth quintiles, and 48.1 percent were in the fifth quintile. Overall, 6.4 percent of the population had lived abroad for some part of their lives.

TABLE 1.12: PERSONS WHO LIVED ABROAD IN PAST 10 YEARS BY QUINTILES

Lived Abroad in Past 10 Years	Per Capita Consumption Quintiles					
	I	II	III	IV	V	Total
	%					
Yes (%)	2.9	1.9	5.8	7.0	14.6	6.4
Yes (Estimated Number)	221	143	441	537	1,117	2,460

Table 1.13 shows the stated reasons for returning to St. Kitts. Family reasons account for one quarter of the responses (24.5 percent) which was the highest single response. As much as 21.5 percent returned from study abroad. This is indicative of the investment in education and training and in the upgrading of the workforce that has occurred over the period. Only 6.1 percent had come back, or had come for reasons of retirement, and interestingly, these were found only in the third, fourth and fifth quintiles, which suggests that going abroad might have yielded benefits to those who did.

TABLE 1.13: REASON FOR RETURNING/COMING TO SKN BY QUINTILES

Why Return to St. Kitts	Per Capita Consumption Quintiles					
	I	II	III	IV	V	Total
	%	%	%	%	%	%
Regard it as home/ Homesick	36.4	0.0	20.2	15.1	19.9	19.2
Other	0.0	23.3	12.2	19.4	24.4	18.9
Family is here	29.3	25.5	37.2	18.4	21.4	24.5
Deported	0.0	0.0	0.0	0.0	0.0	0.0
Retired	0.0	0.0	5.2	4.9	8.9	6.1
To start a business	0.0	0.0	0.0	0.0	0.0	0.0
To obtain employment	7.4	20.9	3.7	11.0	6.8	8.0
Health Reasons	0.0	0.0	6.7	2.8	0.0	1.8
Return from study	27.0	30.3	14.8	28.4	18.5	21.5
Total	100.0	100.0	100.0	100.0	100.0	100.0

1.2 GEOGRAPHIC DISTRIBUTION OF THE POOR

Table 1.14 provides the geographic location of the poor by parish based on the SLC. The highest rates were found in St. John and St. Mary. There were no poor people in Trinity. Interestingly, St. John and St. Mary were the areas with the highest percentage of poverty in the previous SLC, with 44.5 percent and 52.4 percent respectively in 1999. The percentage poor in St. John has not improved despite the fact that the poverty level has fallen at the national level. Two areas have experienced a drastic fall in poverty -Trinity in 2007/08 compared to 9.1 percent in 1999.

TABLE 1.14: GEOGRAPHIC LOCATION OF THE POOR BY PARISH 2007/08

Parishes in St. Kitts	Percentage of Parish Population Poor
St George-Basseterre E.	14
St George-Basseterre W.	23.7
St Pauls	26.9
St Anne	24.1
St Thomas	28.5
Trinity	0
Christ Church	15.1
St John	42.9
St Mary	36.9
St Peter	16.4
All St. Kitts	23.7

Table 1.15 corroborates other information in the distribution of the poor, with the largest single concentration being formed in St. Johns. Basseterre West and St. Mary were the next highest in terms of the concentration of the poor.

TABLE 1.15: DISTRIBUTION OF THE POOR BY PARISH

Parish	Distribution of the Poor by Parish (%)
St George-Basseterre E.	12.52
St George-Basseterre W.	18.0
St Pauls	7.5
St Anne	9.1
St Thomas	6.5
Trinity	0.0
Christ Church	4.1
St John	20.9
St Mary	17.1
St Peter	4.3
Total	100.0

CHAPTER 2

LABOUR FORCE AND EDUCATION ISSUES

2.1 LABOUR MARKET ISSUES

Labour market participation is based on the definitions used by the Statistics Office of the country which follows the ILO differentiation between work and non-work. A labour force participant is someone who is looking for work or working. In respect of gender differences and labour force participation, the data reveal some interesting results. Generally men had a higher participation rate than women, but poor women displayed a higher participation rate than their male counterparts (poor men).

Non-Poor young women in the 15-24 age group had a much lower participation rate than their counterparts (young men of the same age group and socioeconomic status) - 55.9 percent and 67.1 percent respectively. This might be due to the fact that among such women, participation in the higher levels of the educational system is higher than it is for men. Also noteworthy is the finding that men in the age group 65 years and above were 19 percentage points more likely to participate in the labour market than women of the same age group. Persons in this older age group appear to be more likely to observe tradition in respect of labour force participation; for this age group, women's role is to remain in the home. However, with higher educational participation than in earlier years, more women seek to enter the labour market.

Tables 2.2 and 2.3 corroborate this finding and demonstrate also that women tend to have higher levels of education than men as evident in highest examinations passed. While among both males and females, higher socio-economic status was associated with higher education, women were more likely than men to have achieved CXC, A Levels and undergraduate degrees. However, in respect of post-graduate and professional qualifications, there appears to be some slight advantage of males over females.

TABLE 2.1: LABOUR FORCE PARTICIPATION RATE FOR PERSONS 15 YEARS AND OVER BY AGE GROUP AND SOCIO-ECONOMIC STATUS

Sex	Age Groups	Socio Economic Status		
		Poor	Non Poor	Total
		Labour Force Participation	Labour Force Participation	Labour Force Participation
		%		
Male	15-24	61.1	67.1	65.0
	25-44	84.2	94.4	93.1
	45-64	94.3	93.7	93.8
	65+	17.5	29.4	27.5
	Total	67.2	80.8	78.2
Female	15-24	60.4	55.9	57.1
	25-44	85.8	96.4	94.0
	45-64	81.4	82.0	81.9
	65+	16.5	7.0	8.1
	Total	71.5	71.6	71.6
Total	15-24	60.8	61.0	60.9
	25-44	85.3	95.5	93.7
	45-64	87.1	87.1	87.1
	65+	17.0	15.8	15.9
	Total	69.6	75.7	74.5

TABLE 2.2: DISTRIBUTION OF MALE LABOUR FORCE PARTICIPANTS BY HIGHEST EXAMINATION PASSED

Highest Examination Passed by Male Labour Force participants	Per Capita Consumption Quintiles					
	I	II	III	IV	V	Total
	%					
None	61.3	43.4	50.1	43.9	35.3	45.7
School Leaving	21.7	20.1	10.0	12.2	9.0	13.8
CXC	3.7	18.6	15.6	16.4	13.7	14.3
A Level	0.0	4.6	1.7	4.1	1.1	2.5
Diploma/Associate Degree	6.1	4.9	6.3	13.3	9.2	8.4
Undergraduate Degree	0.0	0.0	0.0	3.6	10.2	3.1
Post Graduate Degree	0.0	0.0	0.7	0.8	7.6	2.0
Professional Qualification	2.8	1.7	1.1	0.0	7.5	2.6
Other	0.0	1.9	5.6	2.5	0.7	2.3
Not Stated	4.3	4.7	8.8	3.2	5.5	5.3
Total	100.0	100.0	100.0	100.0	100.0	100.0
Total (N)	1,304	1,725	2,004	2,241	2,043	9,317

TABLE 2.3: DISTRIBUTION OF FEMALE LABOUR FORCE PARTICIPANTS BY HIGHEST EXAMINATION PASSED

Highest Examination Passed by Females in Labour Force	Per Capita Consumption Quintiles					
	I	II	III	IV	V	Total
	%					
None	54.4	45.3	38.3	22.5	11.6	32.6
School Leaving	19.1	14.8	14.9	11.6	10.1	13.8
CXC	15.3	26.6	24.2	27.8	20.7	23.1
A Level	2.3	1.2	5.6	8.7	3.6	4.5
Diploma/Associate Degree	4.5	6.7	3.2	10.3	26.5	11.0
Undergraduate Degree	0.0	0.0	0.0	5.8	9.8	3.6
Post Graduate Degree	0.0	1.5	0.8	2.5	3.6	1.8
Professional Qualification	0.0	0.0	1.4	1.6	5.3	1.9
Other	1.2	0.0	1.6	1.0	2.1	1.2
Not Stated	3.2	4.0	10.0	8.3	6.8	6.6
Total	100.0	100.0	100.0	100.0	100.0	100.0
Total (N)	1,848	1,949	2,042	2,419	2,467	10,725

The level of education of heads of households is provided in Table 2.4 and corroborates other findings on gender differences in educational performance. Those with higher levels of education were less likely to be faced with poverty and vulnerability.

TABLE 2.4: HOUSEHOLD HEADS BY HIGHEST EXAMINATION PASSED AND SOCIO-ECONOMIC STATUS

Highest Exam Passed	Socio Economic Status				
	Indigent	Poor	Vulnerable	Non Poor	Total
	%				
None	1.3	19.3	14.0	65.3	100.0
School Leaving	0.0	20.4	8.8	70.9	100.0
CXC	0.0	8.4	8.7	82.9	100.0
A Level	0.0	0.0	0.0	100.0	100.0
Diploma/Associate Degree	0.0	4.6	3.4	92.0	100.0
Undergraduate Degree	0.0	0.0	0.0	100.0	100.0
Post Graduate Degree	0.0	0.0	12.0	88.0	100.0
Professional Qualification	0.0	10.4	0.0	89.6	100.0
Other	0.0	0.0	0.0	100.0	100.0
Not Stated	0.0	2.6	3.4	94.0	100.0
Total	0.6	14.2	9.8	75.3	100.0

In respect of unemployment, the data reveal that 6.3 percent of the workforce was unemployed and that the unemployment rate fell as socio-economic status improved (Table 2.5). Indeed, unemployment in the lowest quintile was almost three times the national average in the lowest quintile, while all other groups had an unemployment rate below the national average.

TABLE 2.5: EMPLOYMENT RATE BY QUINTILES

Employment Status	Per Capita Consumption Quintiles					
	I	II	III	IV	V	Total
	%					
Employed	81.6	94.3	95.6	96.7	96.8	93.7
Unemployed	18.4	5.7	4.4	3.3	3.2	6.3
Total	100.0	100.0	100.0	100.0	100.0	100.0
Total (N)	3,152	3,674	4,046	4,660	4,510	20,042

Also, as seen in Table 2.6, the higher one's socio-economic status, the greater the likelihood of working for all twelve months in the year. Only 67 percent of those in the lowest quintile had been employed for the full year compared to 85 percent in the highest quintile. Given the greater reliance of poorer people on paid employment, the data suggest a lower probability of full employment among those in the lower socio-economic order.

Not unexpectedly, unemployment hurts more severely the youngest age group. Young men were particularly vulnerable, and more so the poorest of young men. However, as seen in Table 2.7 women were slightly more vulnerable to unemployment (6.0 percent for males and 6.6 percent for females) and except for women in the lowest quintile, women in higher quintiles had a somewhat higher unemployment rate than their male counterparts.

TABLE 2.6: MONTHS WORKED BY QUINTILES

Months Worked Past 12 Months	Per Capita Consumption Quintiles					
	I	II	III	IV	V	Total
	%					
One	3.2	0.0	2.8	1.8	2.0	1.9
Two	0.8	0.0	0.0	0.0	0.8	0.3
Three	4.0	1.8	1.1	2.0	0.5	1.7
Four	4.3	2.9	2.6	1.6	0.5	2.2
Five	3.5	3.8	1.1	1.8	2.9	2.5
Six	2.5	1.8	1.5	2.4	0.0	1.6
Seven	2.6	2.3	1.2	1.4	1.3	1.7
Eight	1.5	1.2	2.1	2.0	0.7	1.5
Nine	4.0	1.4	1.8	1.1	2.4	2.0
Ten	3.3	4.5	2.4	1.4	1.9	2.6
Eleven	2.8	3.8	2.1	3.1	2.0	2.7
Twelve	66.9	76.0	78.5	80.6	84.9	78.3
Not Stated	0.6	0.4	2.7	0.7	0.0	0.9
Total	100.0	100.0	100.0	100.0	100.0	100.0
Total (N)	2,775	3,539	3,847	4,465	4,395	19,021

TABLE 2.7: EMPLOYMENT STATUS BY SEX

Sex	Employment Status	Per Capita Consumption Quintiles					
		I	II	III	IV	V	Total
		%					
Male	Employed	77.2	94.4	96.9	97.8	97.5	94.0
	Unemployed	22.8	5.6	3.1	2.2	2.5	6.0
	Total (N)	1,304	1,725	2,004	2,241	2,043	9,317
Female	Employed	84.7	94.2	94.4	95.7	96.2	93.4
	Unemployed	15.3	5.8	5.6	4.3	3.8	6.6
	Total (N)	1,848	1,949	2,042	2,419	2,467	10,725
Total	Employed	81.6	94.3	95.6	96.7	96.8	93.7
	Unemployed	18.4	5.7	4.4	3.3	3.2	6.3
	Total (N)	3,152	3,674	4,046	4,660	4,510	20,042

Table 2.8 provides the industrial breakdown of the employed. Agriculture and Fishing was one of the smallest contributors to employment (2.7 percent). The Services Sector accounted for 37.3 percent of employment. When other services are added—Education and Social Work, Hotel and Restaurants—the Services Sector has been the dominant sector in employment, and the island has been substantially transformed from its earlier primary base.

TABLE 2.8: INDUSTRY OF EMPLOYED PERSONS BY QUINTILES

Industry	Per Capita Consumption Quintiles					
	I	II	III	IV	V	Total
	%					
Agriculture & Fishing	1.9	2.5	3.0	3.7	2.0	2.7
Manufacturing	13.3	18.3	10.2	5.4	4.0	9.6
Construction	15.5	12.7	11.7	12.1	7.7	11.6
Wholesale & Retail	6.2	8.0	7.2	5.5	9.4	7.3
Hotel and Restaurant	6.2	5.5	4.6	3.6	2.5	4.2
Transportation	0.0	1.1	3.8	5.9	0.7	2.6
Services	37.1	30.2	41.0	31.7	45.7	37.3
Admin./Social Security	0.0	0.6	0.8	3.3	0.8	1.3
Education/Social Work	4.8	8.8	7.3	13.8	10.6	9.6
Other	15.0	12.4	10.3	15.0	16.5	13.9
Not Stated	0.0	0.0	0.0	0.0	0.0	0.0
Total	100.0	100.0	100.0	100.0	100.0	100.0

2.2 EDUCATION

On the matter of school attendance, the data show that 62.6 percent of children 0 to 4 years of age were enrolled in some type of education - usually nursery or pre-school, and 99 percent of the age group 5-9 has enrolled which facts attest to universal enrolment. Irrespective of socio-economic status, 100 percent or almost 100 percent was enrolled.

Critically, the age group 10-14 showed almost universal enrolment at 97.9 percent and there was no real difference by socio-economic status. Students in this age group would include those enrolled in lower secondary. In the higher age group 15-19, enrolment levels start to taper off, with 58.8 percent enrolled in full time education. Interestingly,

the third quintile showed the lowest enrolment ratio (47.0 percent) compared to the national average of 58.8 percent, and 54.4 percent of those in the lowest quintile.

TABLE 2.9: ENROLMENT BY AGE GROUP

Age Groups	Per Capita Consumption Quintiles					
	I	II	III	IV	V	Total
	%					
0-4	67.2	65.4	69.8	50.6	55.3	62.6
5-9	100.0	97.7	98.4	100.0	100.0	99.0
10-14	98.0	100.0	95.6	96.1	100.0	97.9
15-19	54.4	70.7	47.0	53.9	68.9	58.8
20-24	7.0	12.9	18.7	7.1	35.6	14.4
25-29	0.0	0.0	7.9	14.0	16.8	9.1

Given the tradition of high school enrolment at primary and at secondary (in this case for four decades) literacy rates are over 90 percent for all age groups except for those 65 years of age and older, whose rates were 88.2 percent. Socio-economic status revealed little difference among the age groups except for those 65 years and older among whom lower quintiles had much lower levels of literacy. Generally then, the population of St. Kitts has achieved basic literacy.

TABLE 2.10: LITERACY LEVEL AGES 15+ – PERCENTAGE OF AGE GROUPING

Age Groups	Per Capita Consumption Quintiles					
	I	II	III	IV	V	Total
	%					
15-19	96.3	100.0	100.0	98.1	100.0	98.6
20-24	100.0	100.0	92.2	100.0	96.2	98.0
25-29	100.0	100.0	100.0	100.0	100.0	100.0
30-34	94.9	100.0	100.0	100.0	100.0	99.0
35-39	94.6	100.0	100.0	100.0	97.3	98.6
40-44	100.0	100.0	95.5	100.0	100.0	98.9
45-49	90.3	94.0	100.0	94.7	100.0	96.3
50-54	93.5	100.0	100.0	100.0	100.0	99.2
55-59	100.0	77.6	100.0	100.0	95.0	96.5
60-64	45.1	100.0	64.5	100.0	100.0	91.1
65+	54.6	78.8	91.8	93.9	97.6	88.2
Total	92.9	97.8	96.3	98.5	98.8	97.1

Table 2.11 addresses the issue of school attendance which is high for the most part, with 91 percent of pupils or students attending for five days. Only 2.5 percent of students had not attended in the week prior to the interview. However, 4.5 percent of students in the lowest quintile did not attend.

TABLE 2.11: PERSONS 5-15 YEARS - NUMBER OF DAYS ATTENDED SCHOOL IN LAST WEEK BY QUINTILES

No. Days Actually Went To School/Classes	Per Capita Consumption Quintiles					
	I	II	III	IV	V	Total
	%					
None	4.5	0.0	0.9	3.8	3.2	2.5
One	0.0	0.0	1.7	0.0	0.0	0.3
Two	0.0	0.0	0.9	0.0	0.0	0.2
Three	4.2	1.2	0.0	0.0	7.5	2.5
Four	1.7	3.2	1.3	2.9	2.5	2.2
Five	89.0	93.8	92.2	93.3	84.7	90.8
Not Stated	0.6	1.8	2.9	0.0	2.2	1.5
Total	100.0	100.0	100.0	100.0	100.0	100.0
Total (N)	2,716	1,981	1,724	1,147	1,063	8,630

Table 2.12 gives information on the distance from school at which students reside, in terms of minutes of travel by usual mode. The vast majority of students – in excess of 90 percent – live within fifteen minutes of their school. While 44.2 percent walked to school, just as many – 44.6 percent – travelled by bus or private transport

TABLE 2.12: DISTANCE FROM SCHOOL (IN MINUTES) BY QUINTILES

Distance From School (Minutes)	Per Capita Consumption Quintiles					
	I	II	III	IV	V	Total
	%					
Under 10	46.2	39.6	39.4	52.1	43.0	43.7
10-15	47.5	47.7	50.7	44.2	52.5	48.4
16-20	4.1	10.6	5.4	2.9	3.1	5.6
21-30	2.2	2.1	4.5	0.7	1.3	2.3
31-40	0.0	0.0	0.0	0.0	0.0	0.0
41-50	0.0	0.0	0.0	0.0	0.0	0.0
51 to 1 Hour	0.0	0.0	0.0	0.0	0.0	0.0
Not Stated	0.0	0.0	0.0	0.0	0.0	0.0
Not Applicable	0.0	0.0	0.0	0.0	0.0	0.0
Total	100.0	100.0	100.0	100.0	100.0	100.0
Total (N)	3,727	3,215	2,732	2,077	2,009	13,760

TABLE 2.13: MODE OF TRAVEL TO SCHOOL BY QUINTILES

Mode of Travel to School	Per Capita Consumption Quintiles					
	I	II	III	IV	V	Total
	%					
Walking	62.6	51.3	38.1	31.6	20.0	44.2
Cycling	0.0	0.0	0.0	0.0	0.0	0.0
Taxi	0.0	0.0	1.2	0.0	0.0	0.2
Bus/Mini Bus	20.4	30.5	24.2	17.6	10.8	21.7
Private Transportation	5.4	11.1	26.5	35.5	56.2	22.9
Other	7.1	4.4	1.1	3.4	1.3	3.9
Not Stated	4.5	2.6	8.9	11.8	11.7	7.1
Total	100.0	100.0	100.0	100.0	100.0	100.0
Total (N)	3,727	3,215	2,732	2,077	2,009	13,760

The school feeding programme was available to 66 percent of students. However in the lowest quintile, this facility was available at 77.5 percent of students at their schools. Across quintiles the presence of a school feeding programme declined. This can be seen in Table 2.14.

TABLE 2.14: SCHOOL FEEDING PROGRAMME REPORTED BY QUINTILES

School Feeding Programme	Per Capita Consumption Quintiles					
	I	II	III	IV	V	Total
	%					
Yes	77.5	75.8	59.7	54.9	50.0	66.1
No	20.6	22.6	32.4	33.3	36.7	27.7
Not Stated	1.9	1.6	7.9	11.8	13.3	6.2
Total	100.0	100.0	100.0	100.0	100.0	100.0

There seems to have been tighter targeting of students in respect of the supply of text books at no cost to students. As can be seen in Table 2.15, 78 percent of respondents in the lowest quintiles had access to free books as against 39 percent of persons in the highest quintile and a national average of 53.5 percent. There is also a book loan facility, but it is used by 20.5 percent of parents on behalf of their children, overall, by 21.6 percent of those in the lowest quintile and by as much as 29 percent in the highest quintile.

TABLE 2.15: PERSONS RECEIVING BOOKS FROM SCHOOL COST FREE BY QUINTILES

Books Provided By School At No Cost	Per Capita Consumption Quintiles					
	I	II	III	IV	V	Total
	%					
Yes	78.3	53.7	36.2	49.4	39.0	53.5
No	15.7	38.4	48.0	34.0	41.8	34.2
Not Stated	5.9	7.9	15.8	16.6	19.2	12.2
Total	100.0	100.0	100.0	100.0	100.0	100.0

TABLE 2.16: PARENTS MAKING USE OF BOOK LOAN FACILITY BY QUINTILES

Made Use Of Loan Book Facility	Per Capita Consumption Quintiles					
	I	II	III	IV	V	Total
	%					
Yes	21.6	19.1	11.4	24.2	29.0	20.5
No	74.7	73.7	75.5	58.3	49.5	68.5
Not Stated	3.7	7.2	13.1	17.4	21.4	11.1
Total	100.0	100.0	100.0	100.0	100.0	100.0

CHAPTER 3

HEALTH AND FERTILITY

Generally, there seems to be higher reported illness, the higher the socio-economic status (Table 3.1). This counterintuitive result may be explained by the fact that the better-off may be better aware of the onset of illness including life style diseases, as compared to those in the lowest quintiles. Moreover, the poorer one is, the less the likelihood is there that one can 'afford' to be confined to bed when ill (Table 3.2).

TABLE 3.1: TOTAL ILL PERSONS BY SEX AND QUINTILES

Sex	Health Status	Per Capita Consumption Quintiles					
		I	II	III	IV	V	Total
		%					
Male	Ill	9.9	14.6	18.4	16.1	27.1	17.2
	Not Ill	90.1	85.4	81.6	83.9	72.9	82.8
	Total	100.0	100.0	100.0	100.0	100.0	100.0
Female	Ill	20.3	19.0	23.5	28.2	38.7	25.9
	Not Ill	79.7	81.0	76.5	71.8	61.3	74.1
	Total	100.0	100.0	100.0	100.0	100.0	100.0
Total	Ill	15.4	17.0	21.0	22.7	33.3	21.9
	Not Ill	84.6	83.0	79.0	77.3	66.7	78.1
	Total	100.0	100.0	100.0	100.0	100.0	100.0

TABLE 3.2: PERSONS CONFINED TO BED BY QUINTILES

Confined to Bed	Per Capita Consumption Quintiles					
	I	II	III	IV	V	Total
	%					
Yes	1.5	2.8	0.5	4.5	3.8	2.6
No	98.5	97.2	99.5	95.5	96.2	97.4
Not Stated	0.0	0.0	0.0	0.0	0.0	0.0
Total	100.0	100.0	100.0	100.0	100.0	100.0

In addition, the data show that women are more likely than men to admit to illness and than men. Table 3.3 shows that the higher the socio-economic status, the more likely that an individual would admit to life style diseases, and men are less likely than women to so admit, irrespective of socio-economic status. Table 3.3 also gives some idea of the

magnitude of the problem; more than 5,000 persons (male and female) are afflicted with these diseases among a population of 38,305.

As much as 15.3 percent indicated that they were afflicted with a life-style disease, as can be seen in Table 2.37. In the highest quintile, 18.6 percent of men and 31.1 percent of women, and overall, 25.2 percent of men and women recorded such affliction: clearly, life style diseases are a major problem, if account is taken of the fact that in the lower socio-economic group, there might have been considerable under-reporting.

TABLE 3.3: PERSONS SUFFERING FROM CHRONIC LIFESTYLE DISEASES BY SEX AND QUINTILES

Suffer From Lifestyle Diseases		Per Capita Consumption Quintiles					
		I	II	III	IV	V	Total
		Estimated Population					
Male	Yes	258	293	463	370	667	2,050
	No	3,335	3,228	3,324	3,084	2,923	15,894
	Total	3,593	3,521	3,787	3,454	3,590	17,945
Female	Yes	628	517	680	721	1,268	3,814
	No	3,428	3,677	3,172	3,458	2,811	16,546
	Total	4,057	4,194	3,851	4,179	4,079	20,360
Both Sexes	Yes	886	810	1,142	1,091	1,935	5,864
	No	6,764	6,905	6,496	6,542	5,734	32,441
	Total	7,650	7,715	7,638	7,633	7,669	38,305

TABLE 3.4: PERSONS SUFFERING FROM CHRONIC LIFESTYLE DISEASES BY SEX AND QUINTILES

Suffer From Diseases		Per Capita Consumption Quintiles					
		I	II	III	IV	V	Total
		%					
Male	Yes	7.2	8.3	12.2	10.7	18.6	11.4
	No	92.8	91.7	87.8	89.3	81.4	88.6
	Total	100.0	100.0	100.0	100.0	100.0	100.0
Female	Yes	15.5	12.3	17.6	17.3	31.1	18.7
	No	84.5	87.7	82.4	82.7	68.9	81.3
	Total	100.0	100.0	100.0	100.0	100.0	100.0
Both Sexes	Yes	11.6	10.5	15.0	14.3	25.2	15.3
	No	88.4	89.5	85.0	85.7	74.8	84.7
	Total	100.0	100.0	100.0	100.0	100.0	100.0

In respect of visits to health practitioner, men in the lowest quintile seemed to have a higher proclivity to visit a health practitioner than their counterparts in the highest quintile. Beyond that, no clear pattern emerged, in terms of use of the facilities of health practitioner by socio-economic status.

TABLE 3.5: PERSONS VISITING HEALTH PRACTITIONER ON ACCOUNT OF ILLNESS BY SEX AND QUINTILES

Visited Health Practitioner		Per Capita Consumption Quintiles					
		I	II	III	IV	V	Total
		%					
Male	Yes	43.6	28.3	50.2	20.3	37.2	36.3
	No	56.4	71.7	49.8	79.7	62.8	63.7
	Total	100.0	100.0	100.0	100.0	100.0	100.0
Female	Yes	27.3	39.0	42.7	43.1	27.6	35.3
	No	72.7	61.0	57.3	56.9	72.4	64.7
	Total	100.0	100.0	100.0	100.0	100.0	100.0
Both Sexes	Yes	32.2	34.8	45.9	35.8	31.3	35.7
	No	67.8	65.2	54.1	64.2	68.7	64.3
	Total	100.0	100.0	100.0	100.0	100.0	100.0

In respect of type of facilities used, the situation is mixed, except that people in the lowest quintile were more likely to visit a health centre, and those in the highest quintile were more likely to visit a private doctor than any other group (Table 3.6).

It is interesting that on average 26.1 percent indicated that this was part of a usual checkup, when citing the reason for visiting a particular health facility, 10.5 percent of those in the lowest quintile gave this as the main reason, compared to 29.1 percent of those in the highest quintile.

TABLE 3.6: FIRST PLACE VISITED FOR MEDICAL ATTENTION BY QUINTILES

Place First Visited	Per Capita Consumption Quintiles					
	I	II	III	IV	V	Total
	%					
Public Hospital	16.6	22.5	21.7	23.4	16.9	20.2
Private Hospital	0.0	5.1	0.0	2.4	0.0	1.3
Health Centre	46.0	32.8	33.5	18.9	27.6	30.4
Private Doctor/ Dentist Abroad	13.0	3.7	11.9	22.8	9.1	12.3
Private Doctor/Dentist	24.5	35.9	25.2	21.7	41.3	30.3
Traditional Healer	0.0	0.0	0.0	0.0	0.0	0.0
Hospital Abroad	0.0	0.0	0.0	0.0	0.0	0.0
Pharmacy/Chemist	0.0	0.0	0.0	0.0	2.2	0.6
Other	0.0	0.0	7.7	10.8	2.9	4.9
Total	100.0	100.0	100.0	100.0	100.0	100.0
Total (N)	380	456	736	621	798	2,991

Overall, health insurance coverage is very low (25.5%) across the population of St. Kitts. As can be seen in Tables 3.7 and 3.8, the higher the quintile, the more likely persons were to purchase prescribed medicines, or to have health insurance, irrespective of sex. This suggests, too, that those in the lower socio-economic rungs were less able to secure medication to manage illness.

TABLE 3.7: ILL PERSONS BUYING MEDICATION BY SEX AND QUINTILES

Medicines Bought		Per Capita Consumption Quintiles					
		I	II	III	IV	V	Total
		%					
Male	Yes	21.4	15.5	54.2	46.6	40.2	38.2
	No	78.6	84.5	33.9	47.5	50.0	54.9
	Not Stated	0.0	0.0	11.9	5.9	9.8	6.8
	Total	100.0	100.0	100.0	100.0	100.0	100.0
	Total (N)	356	513	697	555	974	3,095
Female	Yes	8.2	33.4	44.8	24.2	48.4	33.9
	No	85.7	61.8	41.9	61.0	47.0	57.5
	Not Stated	6.1	4.8	13.3	14.8	4.6	8.6
	Total	100.0	100.0	100.0	100.0	100.0	100.0
	Total (N)	823	797	906	1,179	1,580	5,283
Total	Yes	12.2	26.4	48.9	31.4	45.2	35.5
	No	83.5	70.7	38.4	56.7	48.1	56.5
	Not Stated	4.3	2.9	12.7	11.9	6.6	8.0
	Total	100.0	100.0	100.0	100.0	100.0	100.0
	Total (N)	1,179	1,309	1,603	1,734	2,553	8,378

TABLE 3.8: INSURANCE COVERAGE STATUS BY SEX AND QUINTILES

Sex Covered By Health Insurance		Per Capita Consumption Quintiles					
		I	II	III	IV	V	Total
		%					
Male	Yes	6.1	14.1	18.6	30.1	44.3	22.6
	No	93.9	85.9	81.4	69.9	55.7	77.4
	Total	100.0	100.0	100.0	100.0	100.0	100.0
Female	Yes	9.8	16.4	28.9	37.7	47.6	28.1
	No	90.2	83.6	71.1	62.3	52.4	71.9
	Total	100.0	100.0	100.0	100.0	100.0	100.0
Total	Yes	8.1	15.4	23.8	34.3	46.0	25.5
	No	91.9	84.6	76.2	65.7	54.0	74.5
	Total	100.0	100.0	100.0	100.0	100.0	100.0
	Total (N)	7,650	7,715	7,638	7,633	7,669	38,305

In respect of parturition, Tables 3.9 and 3.10 shows that women in the lower quintile were more likely to be pregnant, and age at first birth tended to rise with socio-economic status; 1.7 percent of females had had a child while under the age of 15 years; none of these were in the fourth and fifth quintiles. As much as 42.2 percent had borne their first child as teenagers. Moreover, in the first quintile over 66 percent had their first child in their teenage years, and in the second quintile, the figure was 54 percent. This suggests that teenage pregnancy is still prevalent in St. Kitts, especially among lower income groups. Pregnancy among girls under age of 15 suggests evidence of statutory rape and child molestation. Generally, the data support the thesis that early pregnancy is the start of a cycle of poverty for young women.

TABLE 3.9: FEMALES 15-49 YEARS CURRENTLY PREGNANT BY QUINTILES

Currently Pregnant	Per Capita Consumption Quintiles					
	I	II	III	IV	V	Total
	%					
Yes	4.9	4.0	0.0	2.3	2.1	2.7
No	91.4	94.1	97.2	97.0	97.1	95.3
Not Stated	3.8	1.9	2.8	0.7	0.8	2.0
Total	100.0	100.0	100.0	100.0	100.0	100.0
Total	2,134	2,357	1,997	2,340	2,093	10,920

TABLE 3.10: AGE OF MOTHER AT FIRST BIRTH BY QUINTILES

Age at First Birth	Per Capita Consumption Quintiles					
	I	II	III	IV	V	Total
	%					
Under 15	4.7	1.2	2.0	0.0	0.0	1.7
15-19	62.0	53.6	39.8	29.6	19.4	42.2
20-24	20.7	33.9	27.3	29.9	38.6	29.6
25-29	11.5	7.8	27.6	26.9	23.1	19.1
30+	0.0	2.5	1.0	11.8	16.7	5.7
Not Stated	1.2	1.0	2.3	1.7	2.2	1.6
Total	100.0	100.0	100.0	100.0	100.0	100.0
Total (N)	1,401	1,447	1,482	1,323	1,044	6,698

CHAPTER 4

PHYSICAL LIVING CONDITIONS

4.1 HOUSING CONDITIONS

The vast majority live in single family units (82.9%), with the shift to apartments and multiple family dwellings being more characteristic of higher income groups. This may relate to some of the newer construction with high end apartments being constructed for the elite groups, in the society and for expatriates (Table 4.1).

TABLE 4.1 TYPE OF DWELLING BY QUINTILES

Type of Dwelling	Consumption Quintiles					
	I	II	III	IV	V	Total
	%					
Undivided Private House	90.5	84.9	82.8	82.2	74.2	82.9
Part of a Private House	5.3	9.4	5.2	8.8	10.3	7.8
Flat, Apartment, Condominium	1.0	4.6	9.5	6.1	9.9	6.2
Townhouse	1.4	0.0	0.0	0.0	0.0	0.3
Double House/Duplex	0.6	0.6	0.9	1.3	1.6	1.0
Combined Business & Dwelling	1.2	0.0	1.6	0.0	4.0	1.4
Barracks	0.0	0.6	0.0	0.6	0.0	0.2
Other	0.0	0.0	0.0	1.1	0.0	0.2
Total	100.0	100.0	100.0	100.0	100.0	100.0
Total (N)	2,391	2,387	2,388	2,369	2,392	11,927

In respect of the nature of the walls, Table 4.2 shows that 76.4 percent of construction is from concrete blocks and similar materials. Wood/timber is still in use but tends to be found mainly in the lowest quintile, where 25.1 percent of outer walls were of this material. Likewise, in respect of roofing material, 71.4 percent of households used sheet metal. The higher the quintile, the more likely other materials would be used – shingles of asphalt, or of wood. Interestingly, 11.3 percent of the highest quintile used concrete: this may be an emerging trend in the face of the ferocity of hurricanes and other weather episodes that have been experienced in recent years.

TABLE 4.2 MAIN MATERIAL OF OUTER WALLS OF DWELLING BY QUINTILES (PERCENT)

Material of Outer Walls	Consumption Quintiles					
	I	II	III	IV	V	Total
	%					
Wood/Timber	25.1	9.9	3.9	6.8	1.1	9.4
Concrete/Concrete Blocks	61.5	74.3	80.7	79.3	86.5	76.4
Wood & Concrete	12.7	10.8	14.3	12.4	9.6	12.0
Stone	0.0	0.0	0.0	0.0	0.0	0.0
Brick/Blocks	0.0	1.6	0.6	0.0	1.4	0.7
Plywood	0.7	1.9	0.6	0.6	1.4	1.0
Makeshift	0.0	0.0	0.0	0.0	0.0	0.0
Other/Don't Know	0.0	1.4	0.0	0.9	0.0	0.5
Total	100.0	100.0	100.0	100.0	100.0	100.0
Total (N)	2,391	2,387	2,388	2,369	2,392	11,927

Table 4.3 provides information on tenure of dwellings. Just over one quarter of households lived in homes “owned with a mortgage”, and approximately 41 percent owned their homes outright. An increasing percentage of households up to the fourth quintile seemed to be able to secure mortgages. The fact that approximately 26 percent had access to mortgages suggests that there are arrangements in place that allow even lower income groups to secure mortgages. Only 0.6 percent admitted to squatting.

TABLE 4.3: TENURE OF DWELLING BY QUINTILES

Tenancy of Dwelling	Consumption Quintiles					
	I	II	III	IV	V	Total
	%					
Owned With Mortgage	21.8	25.8	30.5	27.8	21.6	25.5
Owned Without Mortgage	39.2	37.4	45.0	37.6	43.7	40.6
Rented-Furnished	1.7	0.7	1.2	3.0	7.4	2.8
Rented-Unfurnished	28.9	20.4	17.8	22.0	14.5	20.7
Rented Gov't	1.4	0.0	0.0	0.0	1.4	0.6
Rented Private	2.1	7.4	2.9	4.9	5.6	4.6
Leased	0.0	0.0	0.0	0.0	0.0	0.0
Rent Free	3.1	4.8	1.4	2.3	4.8	3.3
Squatted	1.1	0.7	0.0	1.1	0.0	0.6
Other	0.7	2.9	0.6	1.3	1.1	1.3
Not Stated	0.0	0.0	0.6	0.0	0.0	0.1
Total	100.0	100.0	100.0	100.0	100.0	100.0
Total (N)	2,391	2,387	2,388	2,369	2,392	11,927

In respect of type of fuel used for cooking, the data show that the vast majority rely on Gas/LPG, with little variation by socio-economic status. However, electricity is more likely to be used by higher income groups, and wood and coal by lower income groups as can be seen in Table 4.4. Likewise, in respect of toilet facilities, while the vast majority used water closets – over 90 percent – the higher the socio-economic group the less likely was there evidence of other forms of waste disposal.

TABLE 4.4: TYPE OF COOKING FUEL USED MOST BY QUINTILES

Main Cooking Fuel Used	Consumption Quintiles					
	I	II	III	IV	V	Total
	%					
Coal	0.0	1.4	0.0	1.0	0.0	0.5
Wood	0.7	1.2	0.0	1.1	0.0	0.6
Gas/LPG/Cooking Gas	96.2	94.3	95.7	94.0	95.1	95.0
Kerosene	1.3	0.7	0.0	0.0	0.0	0.4
Electricity	0.6	0.0	3.7	2.8	3.5	2.1
No Cooking	1.3	2.4	0.6	1.1	0.0	1.1
Other	0.0	0.0	0.0	0.0	1.4	0.3
Total	100.0	100.0	100.0	100.0	100.0	100.0
Total (N)	2,391	2,387	2,388	2,369	2,392	11,927

As much as 17.6 percent in the lowest quintile used pit-latrines (ventilated and non-ventilated) and 2.5 percent of households had no toilet facilities whatsoever. Overall 8.2 percent across all quintiles used pit-latrines or had no toilet facilities. Thus the quality of life promoted for a modern state, almost 9 percent lack satisfactory means of fecal disposal (Table 4.5).

TABLE 4.5: TYPE OF TOILET FACILITIES BY QUINTILES

Toilet Facilities	Consumption Quintiles					
	I	II	III	IV	V	Total
	%					
W.C. Linked to sewer	5.1	2.0	5.9	9.7	5.5	5.6
W.C. Linked to Septic tank/Soak-away	73.8	84.7	91.9	85.1	93.1	85.7
Pit-latrine	16.7	8.5	0.7	2.3	0.0	5.7
Ventilated Pit-latrine	1.9	1.2	0.0	1.7	1.4	1.2
Other	0.0	0.6	1.5	0.0	0.0	0.4
None	2.5	3.0	0.0	1.1	0.0	1.3
Total	100.0	100.0	100.0	100.0	100.0	100.0
Total (N)	2,391	2,387	2,388	2,369	2,392	11,927

On the critical area of access to potable water, Table 4.6 shows that access to water piped into the dwelling increases with socio-economic status. Thus, approximately 71 percent of those in the lowest quintile had access, compared to 90 percent in the higher quintiles. In respect of the lowest quintile, most of those who did not have water piped into their dwellings had access through a piped supply into the yard, or a public standpipe, which suggests that the vast majority of people in St. Kitts had access to potable water supply. However, there seems to have been areas with shortage with the result that about 7.7 percent might not have had any water in their taps momentarily. Yet, the majority had access for seven days, presumably on a continuous basis (Table 4.7).

TABLE 4.6: MAIN SOURCE OF WATER BY QUINTILES

Main Source of Water	Consumption Quintiles					
	I	II	III	IV	V	Total
	%					
Public, piped into dwelling	70.7	84.2	89.2	91.6	90.1	85.1
Public, piped into yard	19.3	7.3	8.3	2.9	5.1	8.6
Public standpipe	7.5	5.6	2.0	3.4	1.4	4.0
Public well/tank or truck	0.0	1.1	0.0	0.0	0.0	0.2
Private, piped into dwelling	0.0	1.8	0.6	2.0	2.1	1.3
Private catchment not piped	0.0	0.0	0.0	0.0	0.0	0.0
Private catchment piped	0.0	0.0	0.0	0.0	1.4	0.3
Other	2.5	0.0	0.0	0.0	0.0	0.5
Total	100.0	100.0	100.0	100.0	100.0	100.0
Total (N)	2,391	2,387	2,388	2,369	2,392	11,927

TABLE 4.7: DAYS WITH WATER IN TAP PAST WEEK BY QUINTILES

Days with Water in Tap	Consumption Quintiles					
	I	II	III	IV	V	Total
	%					
None	5.9	8.1	6.7	9.4	8.4	7.7
One	0.0	0.0	0.0	0.0	0.0	0.0
Two	0.0	0.0	0.0	0.0	0.0	0.0
Three	0.6	0.0	0.0	0.0	0.0	0.1
Four	1.4	0.0	0.0	0.0	0.0	0.3
Five	2.4	0.0	0.0	0.7	1.4	0.9
Six	0.0	1.1	1.1	1.7	1.4	1.0
Seven	85.7	89.0	90.5	80.7	86.9	86.6
Don't Know	3.3	1.2	0.6	3.5	0.6	1.8
Not Stated	0.7	0.7	1.1	4.0	1.4	1.6
Total	100.0	100.0	100.0	100.0	100.0	100.0
Total (N)	2,391	2,387	2,388	2,369	2,392	11,927

The vast majority of the population has access to electricity; 93.2 percent of the population used electricity, and the percentage in the lowest quintile was only marginally below this figure, at 92.4 percent as is evident in Table 4.8.

TABLE 4.8: TYPE OF LIGHTING USED BY QUINTILES

Type of Lighting	Consumption Quintiles					
	I	II	III	IV	V	Total
	%					
Gas	1.4	2.6	3.5	1.2	0.7	1.9
Kerosene	3.9	3.2	0.0	0.0	0.0	1.4
Electricity - Public	92.4	90.6	94.2	93.9	94.9	93.2
Electricity - Private Generator	1.6	2.9	2.4	2.0	4.4	2.7
Other	0.7	0.0	0.0	2.9	0.0	0.7
None	0.0	0.7	0.0	0.0	0.0	0.1
Total	100.0	100.0	100.0	100.0	100.0	100.0
Total (N)	2,391	2,387	2,388	2,369	2,392	11,927

Some 19.4 percent of the population lived in homes that had been constructed more than 35 years ago (Table 4.9). About 27.8 percent of those in the lowest quintile were living in homes that were more than 35 years, as compared to 18.9 percent in the highest quintile. However, there was also a higher percentage of persons in the lower quintiles who lived in homes that were constructed in 1996 or later, as compared to those in the higher quintiles. This hints at the initiatives of the Government to assist persons in the lower income groups to secure housing.

TABLE 4.9: YEAR DWELLING BUILT BY QUINTILES

Year Dwelling Built	Consumption Quintiles					
	I	II	III	IV	V	Total
	%					
Before 1970	27.8	21.8	16.1	12.2	18.9	19.4
1970 - 1979	11.5	10.9	9.8	11.3	9.6	10.6
1980 - 1989	6.8	11.1	16.8	12.5	23.3	14.1
1990 - 1995	11.8	15.1	14.4	13.7	14.8	13.9
1996 - 2000	16.1	16.2	19.7	10.7	6.4	13.8
2001	1.2	1.2	2.8	3.3	0.0	1.7
2002	0.0	0.6	0.9	0.0	1.4	0.6
2003	0.0	0.0	1.0	1.1	0.0	0.4
2004	2.7	1.9	2.1	0.6	0.0	1.5
2005	2.4	1.3	1.2	1.0	0.0	1.2
2007	0.0	2.1	0.0	0.0	0.6	0.5
Don't Know	19.8	17.7	15.3	33.7	25.0	22.3
Total	100.0	100.0	100.0	100.0	100.0	100.0
Total (N)	2,391	2,387	2,388	2,369	2,392	11,927

4.2 ACCESS TO INFORMATION AND CONNECTIVITY

Table 4.10 shows the distribution of the population with mobile telephones by quintiles. The level of penetration by quintile is illustrated in this table. Approximately 58 percent of the population had access, and the higher the quintile, the larger the percentage with access; 42.8 percent of persons in the lowest quintile had access, compared to 68.7 percent in the highest quintile. Moreover, mean expenditure rose by socio-economic status, and peaked in the third quintile: it might be that those in the fourth and fifth quintile were more likely to have fixed line communication than those in the first second and third quintile, and this is borne out by the availability of internet access in the home which was much higher in the fourth and fifth quintiles.

TABLE 4.10: PERSONS WITH WORKING MOBILE PHONES BY QUINTILES

Have Working Cellular	Per Capita Consumption Quintiles					
	I	II	III	IV	V	Total
	% [^]					
Yes	42.8	52.7	58.7	66.5	68.7	57.9
No	57.2	47.3	41.3	33.5	31.3	42.1
Not Stated	0.0	0.0	0.0	0.0	0.0	0.0
Total	100.0	100.0	100.0	100.0	100.0	100.0
Total(N)	7,650	7,715	7,638	7,633	7,669	38,305

Table 4.11 shows that while on average 52.2 percent of the population did not have access, as much as 75.3 percent of those in the lowest quintile did not have any access whatever. The fact that 12.6 percent of persons in the lowest quintile had access augurs well for the future, as the Government is driving the process of increasing access to the population at large. At present, it is the elite in the society that has substantial access, either at home, or at work. However, it is noteworthy that the school is the largest single source of access for those in the lowest quintile. Educational policy can be an important tool in creating equity in the society, especially since information and knowledge are key factors in the productive system.

TABLE 4.11: PLACE INTERNET ACCESS AVAILABLE BY QUINTILES

Place Internet Used	Per Capita Consumption Quintiles					
	I	II	III	IV	V	Total
	%					
Home	8.4	32.7	36.3	42.7	58.0	35.5
Work	3.8	8.9	10.2	17.5	24.5	13.0
School	12.6	6.6	8.3	5.1	7.7	8.1
Internet Cafe	0.5	0.6	0.4	1.9	0.5	0.8
Cell Phone	0.3	1.2	2.0	3.9	6.7	2.8
Family Friend	2.8	2.0	5.1	7.4	2.5	4.0
Other	0.0	0.3	0.0	0.2	0.4	0.2
None	75.3	55.5	48.8	46.4	34.8	52.2
Total	100.0	100.0	100.0	100.0	100.0	100.0
*Total (N)	7,496	7,561	7,439	7,384	7,455	37,335

Total differs from estimated population because of the 'not stated' category.

SECTION II

FINDINGS OF THE PARTICIPATORY POVERTY ASSESSMENT

This Section is dedicated to the presentation of the findings of the results of the PPA conducted in St. Kitts. It is based on the assumption that while poverty is material in nature there are distinct social and psychological effects.

The information collected from the various individuals and groups in the PPA show that (1) that all groups are affected; and (2) distinct trends and patterns emerge. The consequences of not having adequate material and physical comforts range from feelings of fear, hopelessness, powerlessness, humiliation, loss of honour and psychological distress, to social marginalisation and exclusion from society.

The use of the participatory methodology presented the Field Research Facilitators with several challenges and constraints that affected their ability to conduct and complete the field work in the time expected. Initially, their unfamiliarity with the approach was a limitation, but with ongoing training and support from members of the NAT many were able to conduct the PPA activities with some degree of success.

At the same time many of the community residents, especially those in communities that were studied in the last CPA were sceptical about becoming involved, since in their view nothing had happened since the last poverty study, and no action had been taken to improve their situation.

In addition, because of unfamiliarity with this approach and methodology, and concern about how the information they provided would be used, many of them were reluctant to participate. Facilitators were therefore faced with many problems in their attempts to mobilise people and this was in part reflected in some of the small numbers of people that participated in the various activities. However, in spite of these constraints the use of this methodology did generate a significant amount of good qualitative data that has been used to produce this report.

CHAPTER 5

QUALITY OF LIFE: LIVING CONDITIONS IN THE COMMUNITIES

Of the ten communities studied, two, Irish Town and Newtown, are urban, eight are rural, four are coastal and five are inland. Five of the communities, Fig Tree, Old Road, Sadlers, St. Paul's and Connaree in St. Peter's, had been studied in the last Poverty Assessment conducted in 1999-2000. The combined population of the communities is 14,160 comprising of 7,104 males and 7,056 females.

In the majority of the communities there were significant numbers of young persons; only in St. Peter's was there a larger number of older persons. It was estimated that about two-thirds of the population in Old Road was under 35 years of age and that about one third of these was under 15 years of age. In St. Paul's the youth constituted about 70% of the population; in Fig Tree most of the young population was male. Within the last decade in some communities, internal and external migration and the creation of new housing developments have contributed to changes in the ethnic composition of the population. For example, in Irish Town and Newtown there is a significant and growing Hispanic population, and in Cayon and Newtown, visible groups of Guyanese of East Indian descent.

Internal migration and external migration have also contributed to shifts in population, and both migratory patterns have been precipitated by the movement of residents to the new housing districts inside and outside of their communities. In some communities like Irish Town and St. Peter's, internal migration and population shifts have contributed to squatting and to the emergence of slum-like living conditions. A few communities, viz. Molineaux, Sadlers, Tabernacle and Cayon, have also experienced external migration.

TABLE 5.1: SOME CHARACTERISTICS OF COMMUNITIES STUDIED

Community	Male	Female	Total Pop.	Urban	Rural	Coastal	Inland
Cayon	1,566	1,529	2,122		x		x
Fig Tree	193	186	379		x	x	
Irish Town	868	965	1,831	x		x	
Molineaux	395	421	816		x		x
Newtown	501	506	1,007	x		x	
Old Road	604	609	1,213		x	x	
Sadlers	695	619	1,315		x		x
St Pauls	816	848	1,664		x		x
St Peters	1,566	1,529	3,095		x		x
Tabernacle	301	322	623		x		x

One hundred and forty-seven residents, the majority of whom were female, participated in the nine community workshops. In general, they were representative of the population of their communities and included the young and the elderly, parents and grandparents, married and single persons, people with different levels of education and of different occupations as well as unemployed persons.

5.1 THE PHYSICAL AND MATERIAL DIMENSION

The physical environment within which people live determines the standard of living, their basic need for shelter and access to facilities and services. The existence and/or lack of existence of adequate infrastructure, facilities and services are also indications of the extent of public poverty. Information obtained suggests that in most of the communities public poverty is not high.

5.1.1 Infrastructure

As residents reflected on the changes that had taken place in their communities they expressed the view that over the years, the physical features of their communities had improved. But residents in half of the communities were concerned about the poor condition of the roads, and felt that there was a need to resurface and pave alleys as well as main roads. At the same time, while the network of roads provides easy access, residents in a few communities were concerned about the fact that narrow alleys created a problem that limited easy movement, especially in cases of emergencies or fire. In some communities residents have access to private vehicles, but the majority depends on and is satisfied with the public transport system of privately-owned buses.

5.1.2 Facilities and Services

Except for residents of Fig Tree, residents in all of the other communities studied are well served and have access to facilities and services, including education and health facilities, community centres and recreational facilities. In some communities, there is police station and in a small number, a fire station. A new Fishing Complex in Old Road provides support and assistance to fisher folk, there are shops in all communities and churches in most. For example, there are ten churches in Cayon alone, five in Irish Town, and three in Old Road.

The only facility in Fig Tree is a privately owned preschool and a basketball court. The absence of a health centre here has serious implications for all residents but especially for those who suffer with asthma; access to a nebuliser is only available at the Sandy Point health centre one mile away.

While community centres and recreational facilities are available in most communities, residents faced several constraints and obstacles in using them. Among these were centralisation of some facilities and services in Basseterre, the bureaucracy involved in applying to use existing facilities, inflexibility, overbooking, and the absence of organised programmes in the new large community centres. In some communities, vandalism and the misuse, abuse and destruction of facilities is also a problem.

TABLE 5.2: COMMUNITY FACILITIES ST. KITTS

Facility	Cayon	Fig Tree	Irish Town	Molineaux	New Town	Old Road	Sadlers	St. Paul's	St. Peter's	Tabernacle
Day Care Centre/Pre-School	X	x	–	–	x	x	x	X	x	x
Primary School	X	–	x	x	x	x	x	X	x	x
Secondary School	X	–	x	x	x	x	–	–	–	–
Health centre	X	–	x	x	x	x	x	X	x	x
Community Centre	x	–	x	-	x	x	x	X	x	x
Recreational Facilities	x	x	x	x	x	x	x	X	x	x
Churches	x	x	x	x	x	x	x	X	x	x
Shops	x	x	x	x	x	x	x	X	x	x
Police Station	x	–	x	–	x	x	----	----	x	x

5.1.3 Health Services

In nine of the communities, there are health centres that offer a wide range of services, including dental care. Most people were of the view that there has been a general improvement in the health status of residents. The state-of-the-art health centre in Newtown offers a wide range of services and programmes to residents including home visits, family health services, dental services, health maintenance and disease

management, programmes in women's and men's health, child and adolescent growth and development, and environmental health. Records from this centre reveal a decline in infant mortality rates, and a decrease in childhood diseases, but a growing trend in obesity in children. Although health services are available at all centres and many residents use these, in some cases there is a long wait for attention, medication is not always available, and people are not always happy with or satisfied with the quality of the service provided. Lack of availability of some drugs and the high cost of some medication were also matters of some concern.

There was a high incidence of lifestyle diseases among both male and female residents in all of the communities studied. Among these were diabetes and high blood pressure, prostate cancer among males and a few cases of HIV/AIDS. In addition, in two communities, there were a small number of residents with serious health conditions, including kidney problems, for which care was not available domestically. In terms of child health, in most of the communities, allergies and asthma were fairly common.

Residents in all communities were concerned about mental health and the absence of services to cater for this aspect of health. In St. Peter's and St. Paul's there was concern about the prevalence of mental health problems, especially among males, and residents believed that this had resulted from consumption of large quantities of alcohol by older men and use of drugs by younger men. In Newtown mental illness was said to be responsible for an increase in vagrants, and participants there also lamented the absence of facilities to deal with the problem.

5.1.4 Housing

Shelter is one of the basic human needs and adequate and affordable housing is an important indicator of living conditions and quality of life. Housing is therefore of critical importance and it appears that the government has not only acknowledged this but has accepted some responsibility for providing it. This along with the fact that more people are now more aware of the importance of owning their own homes has contributed to an improvement in housing in all of the communities over the last decade.

Implementation of housing projects by the Government has contributed to what one resident referred to as a "housing revolution." Consisting of starter houses and of low and middle income houses, these projects have provided opportunities for significant numbers of residents to own larger, stronger, sturdier concrete houses, complete with

indoor bathrooms and flush toilets. Residents in some communities were quick to point out that creation of new housing developments had brought about dramatic changes in the communities. Among these were:

- Changes in the composition of the population
- Changes in the landscape and in settlement patterns
- Changes in community relations
- The creation of new pockets of wealth and poverty and to class divisions among the population.

In addition, while in most cases the implementation of housing projects resulted in bigger and better homes and to improvement in living conditions, it has also had an adverse effect on some individuals. For example, in Fig Tree in order to make space for a new golf course, some individuals who were living in small inadequate houses in slum-like conditions were moved to new and larger concrete houses with modern conveniences, electricity, water, and indoor bath and toilet. However this has created problems for the home owners who are now faced with high utility and other bills.

The creation of new housing developments has also not met all of the needs for housing and for some, the process of applying for and obtaining a house has proven to be problematic. According to some residents, the application process is characterised by complicated application procedures, negative attitudes of officials and patronage. As a result some individuals who are in dire need of homes have not been successful in their attempts to obtain one.

Consequently, in spite of the many new houses made available, poor housing is still a reality and a problem in sixty percent (60%) of the communities. In these communities there is evidence of poor, inadequate housing, of several old dilapidated houses, some termite-ridden, and others with leaking roofs and in need of repair. There are also some small houses with outside bathrooms and latrines, and in Irish Town, there are vagrants who are either homeless or who live in structures made of cardboard and other scrap material. In four of the communities, these housing conditions have contributed to overcrowding and to the emergence of slums.

5.1.5 The Environment

All of the communities are richly endowed with natural resources: sea, land, mountain, rivers and forests. Some like Fig Tree and Old Road have access to both sea and land. While in many of the communities, the natural resources are used as the basis of major economic activities of farming and fishing, residents are well aware of factors and practices that are having an adverse effect on the environment and contributing to degradation.

The creation of the National Emergency Management Office (NEMO) has increased residents' awareness about how to prepare for natural disaster. In several of the workshops participants identified a number of environmental problems some of which are the result of natural forces and others manmade. In terms of the former soil erosion was seen as a problem in the coastal communities of Fig Tree, Newtown and Old Road.

In spite of the fact that there is system of regular garbage collection, in several of the communities poor sanitation, littering, dumping, burning and poor disposal of household garbage, were common practices in several communities. In some communities where roads in the new housing developments have not been surfaced, dust is also a problem and contributes to asthma, allergies and other respiratory diseases. In others, vacant overgrown lots and old abandoned vehicles are not only unsightly, but also attract and serve as breeding ground for rodents.

TABLE 5.3: ENVIRONMENTAL PROBLEMS

Problem	Cay	Fig	Irish	Molineux	New	Old	Sadlers	St. Paul	St Peter's	Tab
Littering	x	x	x		x	x	x		x	x
Dumping	x	x	x		x	x	x		x	x
Burning		x			x		x		x	x
Poor drainage	x	x			x		x		x	x
Flooding		x			x				x	
Stagnant water	x	x			x	x	x			
Mosquitoes	x	x			x		x		x	
Rats	x	x	x		x	x	x	x	x	
Empty overgrown lots	x	x	x		x	x	x	x	x	
Abandoned vehicles	x	x			x	x	x		x	x
Stray animals	x		x	x	x	x	x		x	x
Soil erosion	x	x	x		x	x			x	

5.2 THE ECONOMIC DIMENSION

5.2.1 *Job Opportunities and Employment*

There was considerable concern with high levels of unemployment and the lack of opportunities for employment. Several residents also pointed out that the closing of the sugar industry had contributed to unemployment. But they were also aware that job opportunities were not always there, that some young men did not want to work, that some people were not interested in the jobs that were available, and that some people may not be equipped for jobs that were available.

On the whole paid employment in permanent jobs is not readily available in the communities and the government is still the major employer of this type. In every community there were civil servants and/or teachers, and in some there were also a few residents who were professionals and a few who worked in the private sector and in the tourism industry which provides seasonal employment for several people. Factories on the industrial estates provided employment for several young women who earned the minimum wage of \$250.00 per week, and in every community there were several self-employed entrepreneurs among whom were shopkeepers, mechanics, food vendors, hairdressers, and bus drivers.

5.2.2 *The Informal Sector*

Although in some communities like Cayon significant numbers of residents may be employed in the formal sector in the civil service or in the private sector, in all of the communities there were persons engaged in a number of economic activities in the informal sector. This informal economy is very flexible, is composed of a diverse number of activities, and many persons may work at two or more jobs simultaneously.

Like the formal sector, the informal sector is segmented along traditional gender lines, and while males and females do own and operate small shops, on the whole, they are involved in different income earning activities. The data show that males are mostly engaged in mechanics, doing odd jobs, and driving buses, and that women are involved in activities that are extensions of their gender roles as homemakers and caregivers, including working as maids, hairdressers, seamstresses, street vendors offering a variety of goods including cooked food, and babysitting.

While working in the informal economy does provide significant numbers of persons in the communities with some level of income, it is unpredictable and not sustainable and therefore cannot always be depended upon. In spite of this it does offer employment opportunities for those persons who are unemployed and unemployable in the formal sector.

5.2.3 The Underground Economy

An important aspect of the informal economy is the existence of an underground.

Participants in several of the community workshops identified a number of illegal activities that generate income for certain sections of the population. Gambling and the sale of drugs, highly visible in Fig Tree, St. Peter's and Irish Town, and prostitution and stealing in some of the other communities like Old Road, were identified as economic activities in which some residents are involved. However while workshop participants recognised that such activities are illegal, they were also aware that they are often the only source of income for many of those involved.

In Fig Tree, gambling is a daily activity in which residents of all ages are engaged but mostly unemployed young men are involved in the drug trade. In St. Peter's, it is believed that some farmers grow marijuana to augment their income, and in a few communities prostitution was also an economic activity in which some women were engaged.

5.2.4 Agriculture

Agriculture was an important community-based economic activity on which several residents in some communities depended to sustain their livelihoods.

The closure of the sugar industry, once a major contributor to the national economy, has had a serious negative impact on the lives of residents in several of the communities and has affected their ability to sustain their livelihoods. It has also contributed to the demise of agriculture as an important economic activity and the basis of the economy in several of the communities. This is particularly evident in St. Paul's, a former agricultural community in which most of the population once worked in the sugar cane estates.

Several women had been employed in the industry for periods ranging from a few to as many as thirty years. Many of them had been labourers, and their wages though small, were regular and enabled them at least to meet their basic needs and sustain their livelihoods.

With the closure of the industry, some of the displaced workers who had also engaged in subsistence farming are now full-time farmers. However the majority are now unemployed, and while some of them do have certain skills they have been unable to find jobs, and this has increased the number of unemployed persons.

While opportunities have been made available for some to gain new skills including in the use of computers, and to move to other occupations, several have either been unwilling or unable to make use of the opportunities. A number of factors may be responsible for this including the age and sex of former workers and long years of working in the “mono culture” of the sugar industry. Information received from respondents indicates that many of the displaced workers were older females with low levels of education and few marketable skills, and who had worked as labourers. Consequently, while some jobs may be available many of the displaced workers may not have the required skills. In addition, because of lack of awareness and insensitivity to gender issues, females may be prohibited from male jobs, like those in the construction industry.

On the other hand while some ex-sugar-workers have been given land to produce other crops, accustomed to the culture of the sugar industry, many appear to have found it difficult to become involved in crop production. Moreover making such a change presents major challenges including acquisition of new skills, adjusting to different working conditions and work schedules, accepting change and getting accustomed to a new work culture, and in the inflow of income.

With the closure of the industry some former employees received significant sums of money. It was difficult to obtain information about how recipients had used the money that they received, but many who had worked for long periods were dissatisfied with the amounts they received, and some who got nothing were bitter and felt that they had been cheated.

With the decline of the sugar industry, farming and fishing were identified as two economic activities on which residents in some communities have come to depend in order to sustain their livelihoods.

Subsistence, small and/or large-scale commercial farming exists in all except the urban communities. In several of the communities, farming is done on the hillsides and most farmers have access to land including pastures for grazing of animals. Tracts of land that were previously under sugar cane cultivation have also now been made available for crop production and rearing of livestock and government has leased land to farmers for this purpose. However in some communities there are individuals who do not go through the legal process or acquire a contract but just farm in the mountainside on whatever land is available.

In St. Peter's, except for a few older residents who have held on to their small plots, several small farmers have been displaced by large scale commercial farming of food crops for domestic use. However, most farmers are engaged in crop production or in mixed farming and male and female farmers play traditional gender roles, males in production and females in marketing the produce. In some communities farmers are plagued by stray animals that destroy their crops and residents complain about the stench from pig pens. One of the clauses in the land lease contracts therefore forbids the keeping of animals, especially pigs in backyards.

Rearing of livestock is a significant activity in half of the communities studied. Fishing is a major activity in Old Road, Newtown and Irish Town but in Fig Tree it is used by a few to supplement their income from low-paying jobs. In Sadlers fishing is also an activity that produces catches that are mostly sold in the community. Males as well as females are engaged in the industry, males in catching and females in selling the fish. However, whereas in Newtown, known by some as a "little fishing village", mostly middle-aged males are involved in the industry, in Old Road, a traditional fishing village, the industry has attracted many young men. The construction of new fishing complexes in Old Road and Irish Town has enhanced and boosted the industry. These new facilities not only provide technical advice and support to fisher folk but allow them to operate in a cleaner and more spacious environment.

5.2.5 Access to Land

Access to land offers people the opportunity to use this resource for economic activity as well as for housing and many community residents acknowledge its importance for these purposes. But several people pointed out that in some communities there is competition for the use of land for these two activities. In the urban communities of Irish Town and Newtown land is used mainly for housing, for construction of commercial buildings, and for recreational facilities and is therefore not now available to residents.

In studying the communities several land ownership patterns emerged. Tracts of land have been leased to former sugar workers to produce crops, but farmers who were displaced or moved from their land experience difficulty in sustaining their livelihoods. In some communities like Molineaux, Fig Tree, and Newtown, the majority of residents are land owners, in others residents rent the land on which they have built.

There is also a pattern of land being passed on to family members. For example, in Cayon acquiring land can be difficult and a practice begun in the 1950s allows land to be passed on to family members under the original agreement. In Tabernacle some residents are given title to land because of the length of time that their families had lived on it. In communities where there is squatting, individuals neither own nor rent the land on which they have constructed dwellings.

5.3 THE SOCIAL DIMENSION

The social environment in which people live determines to a large extent their sense of well-being and the quality of their lives. While residents in all of the communities pointed out several positive features of their communities, they also identified and were concerned about the number of social problems that existed.

5.3.1 Education

While education is free, several children living in poverty are unable to access, take advantage of, or benefit fully from it. At the same time, very few of the adults in the communities surveyed were continuing their education.

Residents identified several factors that limited children's ability to benefit from educational opportunities that were available. Among these were: parents' inability to send their children to school regularly because of lack of money to provide lunch, books and transportation. People were very aware of the impact of poor nutrition on children's ability to learn and to perform in school as expected. Respondents cited several reasons for the high levels of truancy and high dropout rates, at both primary and secondary schools:

"Children drop out because they have no clothes."

"Girls drop out because of early pregnancy, boys drop out to do odd jobs or to join gangs and become involved in illegal activities".

"Some children lack the energy to stay in school".

A few interviewees said that their older children were not interested and others that their children had been expelled because of behavioural problems.

"The small ones will go but the big ones don't want to go."

"He goes when he feels like."

"She say school boring so she say she sick and can't go."

"He get in fights and they send him home".

Stigmatisation and exclusion of children from poor families and impoverished communities were also identified as factors that inhibited children's progress in school and these along with low self-esteem often lead such children to withdraw and give up. Examples were given of children being ignored and insulted by teachers and ridiculed by their peers.

At another level, several of the young people in the communities expressed their concern about the irrelevance of the school curriculum which in their opinion, did not adequately prepare them for the job market. They also complained about the lack of job opportunities and jobs that asked for "experience."

Adult continuing education provides second chances for people to complete their education as well as for them to increase their knowledge and skills, and some opportunities for this do exist. However, very few of the interviewees were participating in any such programmes, and among the reasons they gave for this were:

- No programmes in the community
- Ignorance of existing programmes
- Lack of interest, never thought of it
- Cost of the programmes
- Working so no time
- Concentrating on children's education
- No one to leave children with.

5.3.2 Social Networks and Relationships

From the information provided it appears that community residents place a great deal of importance on social relationships, networks, and activities that brought people together, facilitated cooperation, and enabled people to look out for each other.

In several communities there are “liming spots” where groups of old and young male residents congregate on a regular basis. In others, weeklong festivals are celebrated annually, for example the Annual Green Valley Festival in Cayon, and Annual Festival Week in Newtown. These leisure activities engender togetherness and a sense of belonging by providing opportunities for residents to enjoy each others’ company, to interact and socialise in informal settings.

The data show that in many of the communities there is some level of cooperation between neighbours as well as social networks to which residents have access, especially in time of need or crisis. Among these are government departments, NGOs and CBOs, and neighbours and friends that provide assistance to those in need.

Some poor families in some of the communities receive school books, uniforms and meals from government/Ministry of Education and Community Development Programmes. Some elderly persons receive pensions, meals from the Meals on Wheels Programme and assistance from churches. However a leader in one of the communities was of the view that while the elderly people get help, people have an aversion to supporting young people.

5.3.3 Social Problems

Residents in all of the communities were of the view over the last ten years there has been an increase in the number and type of social problems in their communities. Among those identified were:

- breakdown in family life, characterised by absent fathers, inharmonious relationships between family members, including between partners, and between parents and children
- domestic violence
- child neglect and abuse
- indiscipline and delinquency
- lack of respect for authority and for elderly persons
- teenage pregnancies,

- gambling,
- the sale, use and abuse of illegal drugs,
- violence,
- gang warfare
- crime

In many of the communities there is a sub-culture characterised by gang warfare, a drug trade, violence and crime. Violence among young men, including gun-related activities, is a serious problem that has resulted in death of some, and residents were of the view that the involvement of young people in these activities was creating situations that exposed them to risks and made them more vulnerable.

TABLE 5.4: MAJOR SOCIAL PROBLEMS

Social Problems	Cayon	Fig Tree	Irish Town	Molineaux	Newtown	Old Road	Sadlers	St Paul's	St Peter's	Tabernacle
Alcoholism	x	x	x	x	x	x	x	x	x	x
Drugs	x	x	x	x	x	x	x	x	x	x
Gang warfare	x	---	x	x	x	x	x	x	x	x
Violence	x	---	x	x	x	x	x	x	x	---
Crime	x	x	x	x	x	x	x	x	x	x
Gambling	x	x	---	---	x	x	x	x	x	x
Prostitution	---	x	---	---	x	---	---	x	x	---
Teenage pregnancy	x	x	x	---	x	---	x	x	---	x
Breakdown in Family life		x		x	x	x	x		x	x
Child neglect & abuse	x	x	x	---	x	---	x	x	x	x
Poor parent/child relationships	x	x		x	x		x	x	x	x
Delinquency & indiscipline	x	x	x	x	x		x	x	x	x
Truancy	x	x		x	x	x	x		x	

5.4 THE POLITICAL DIMENSION

Although there are branches of both political parties in only a few of the communities, in most of them political activity is high, especially during political campaigns, and residents are vocal in their support of one or the other party. However, in at least one community which is close knit, support of opposing political parties is not used to divide the community. Residents in St. Paul's were proud of the fact that two political leaders, the first national hero, The Honourable Robert Llewelyn Bradshaw and the current Prime Minister were from their community.

It appears that several people in some of the communities saw politics and political involvement as important because they believe that politicians hold the power and can determine their future. However this may have contributed to the high level of dependency identified by workshop participants in several of the communities. At the same time party affiliation and support can have negative and sometimes devastating effects because it can prevent those who are most in need from accessing and benefiting from resources for which they are in desperate need. Examples given by residents in some communities suggest that affiliation to a particular party had consequences that were not always positive. According to some of them, this perception was based on experiences that made them believe that chances of obtaining a house were greater if one belonged to or supported the ruling party.

On the other hand, in at least one community, party affiliation and support has had a negative effect. It has prevented a poor child from benefiting from the school feeding programme because the mother who supports the opposition party does not want her child to eat food provided by the party in government that she does not support.

While there is evidence that residents in some communities have opportunities in Town Hall meetings to air their views and state their concerns and needs, in at least one community, some residents, including civil servants, appear reluctant to do so because of fear of losing their jobs.

5.5 POVERTY AND WEALTH

During the various PPA activities participants had several opportunities to express their views on the level of poverty and wealth that existed in their communities and the factors that contributed to these.

According to them, six of the communities could be considered poor, two to be better off, one not poor when compared to others, and one not poor because it had improved since the last CPA.

In all the workshops they identified and agreed on factors that contributed to the existence of poverty in their communities. Among these were:

- Physical and material factors: poor living conditions/housing, inability to supply basic needs of food shelter and clothing.
- Economic factors: unemployment, low wages/income, closing of the sugar industry
- Social factors: lack of education, large families/numbers of children, poor parenting, single parent homes, violence and use of drugs, poor health, lack of support systems
- Environmental factors: poor home environment, poor physical environment
- Emotional and psychological factors: stigma of living in a poor community, bad attitudes and low morals, dependency syndrome, low motivation, self-esteem, and lack of self-confidence.

TABLE 5.5: RESIDENTS' PERCEPTION OF POVERTY AND WEALTH IN THEIR COMMUNITIES

COMMUNITY	TYPE AND LEVEL OF POVERTY AND WEALTH
Cayon	Better off: when compared to others, but pockets of poverty surrounded by wealth, some inherited wealth.
Fig Tree	Poor: low standard of living, nothing has changed since the last CPA. No wealthy people in the community
Irish Town	Poor: pockets of poverty, wealth not visible, but a few people have businesses and possessions
Molineaux	Poor: many people living in poverty, some destitute, but a few are better off, they have businesses, houses, and vehicles
Newtown	Poor: generally poor living conditions but some people living comfortably
Old Road	Poor: some very poor people who don't have basic needs but some better off own businesses and land
Sadlers	Not Poor: was poor but has improved
St Paul's	Better Off: returning nationals and several wealthy business people, but some "hidden poverty"
St Peter's	Not poor: when compared to others, good infrastructure, but some slum areas and "hidden" poverty
Tabernacle	Poor: Poverty shows but some a few people are better off

5.5.1 Level and Severity of Poverty

A Wealth Ranking Matrix with international indicators of housing, food security, health and financial status were used by workshop participants to **estimate** and rank households in their communities along a continuum of very poor, poor, better off and rich.

In some communities, for example in St. Peter's, Newtown, and Cayon, participants were of the view that indicators under the various headings did not necessarily apply to their communities. In some cases it was felt that there were no households in their communities to which the indicators for "very poor" could be applied, that the very poor persons in their community were better characterised by the indicators for "poor", and that the indicators for better-off described the poor in their community.

In several of the communities there was a view that the since many people had a good house with the necessary amenities, the quality of housing would put people in the better-off category, but participants recognised that even in some such houses there might be people who were unemployed or working for very low wages and were only able to eat one or two meals a day, and that they could be regarded as poor.

"We rich in housing, but poor when we look at the rest of stuff."

"Because they live in a large house with electricity, don't mean they rich."

"From the outside some people who seem better bracket may have life just as hard as any poor person."

"The average person can eat one or two meals a day but not many actually eat balanced meals."

On the other hand, there were people in some communities, especially the elderly, who were in poor health and unable to afford or access good health care, and there were significant numbers of people without jobs or steady incomes, and working for low wages. Such persons would be unable to meet the basic needs for food, shelter and clothes and would be considered to be poor.

5.5.2 Sense of Well-Being and Quality of Life

During the workshops a Wheel of Well-being was used to highlight physical and material, economic, social, and spiritual, emotional and psychological well-being and to allow participants to plot graphs to show the level of each aspect of well-being that

existed in the community. They also used a Quality of Life Index indicate the quality of life that residents enjoyed.

The overall low rating given to economic well-being reflected on the Wheels is an indication that a shortage of job opportunities and well-paid jobs, low wages and unemployment and limited access to other financial resources limit the ability of a significant number of residents in these communities to meet their basic needs, and prevents them from achieving their desire for a good life. At the same time, anxiety about their survival and the struggle to cope causes them to experience a sense of ill-, rather than well-being.

The Quality of Life Index provided residents with another opportunity to examine and rate factors that contribute to their quality of life. Among the factors identified were physical facilities, social services, economic factors, health and nutrition and education.

The amount and quality of physical infrastructure is one of the most visible signs of the level of poverty and the quality of life of residents. However if taken alone it can be misleading. The ratings given by workshop participants in six of the communities show that they believed that physical facilities were high or very high. In the other four communities participants rated these as average. Interestingly in no community were physical facilities rated low.

When compared, these ratings on the Quality Of Life Index are consistent with the scores on the Wheels. Much of the improvement in physical infrastructure has resulted from the implementation of housing development projects in several of the communities, but there are still communities in which housing and related infrastructure is in poor condition.

The provision of social services in a community provides residents with access to programmes and resources that can help them to obtain and maintain an acceptable standard of living and quality of life. Ratings given by workshop participants on the Quality of Life Index are an indication that residents in half of the communities are satisfied with health and garbage disposal services. This compares favourably with the high scores on the Wheels that were given for health in seven communities.

On the other hand, low ratings were given to preschool/day-care in Newtown and St. Paul's, to care of the elderly in St. Paul's, Old Road and Sadlers, and to recreation facilities in Fig Tree and Tabernacle. The absence of essential services that cater to

children, youth and senior citizens increases the burden of care that poor families must provide for their members. Moreover, when compared with the low scores given on the Wheels for family life in eight of the communities, they suggest that poor families in these communities would have full responsibility for providing care for vulnerable members of their families. As a result the quality of care that they are able to provide may be inadequate and would have serious implications for the quality of the lives of those family members.

Several economic factors contribute to a person's financial status and often determine the quality of life that a person can enjoy, and employment and incomes make important contributions to financial status.

Employment was rated low in two communities, average in five and high in three. On the Wheels, job opportunities, employment and wages/income were also rated average in most of the communities. However, illegal activities were rated high in four communities and average in four and it was believed that in the absence of sufficient job opportunities, such activities provided an alternative source of income. While it was evident that some people depended on money and other gifts from relatives or friends at home and abroad, the scores on the Quality of Life Index and the Wheels differed significantly. On the former only one community registered a high score, but for remittances six communities registered average scores, and three low scores. On the latter, one community also registered a high score, but six communities registered low scores and two average scores for remittances.

Good health is critical for ensuring a good quality life and people in half of the communities were of the view that the population was generally healthy. While the Wheel highlighted health in general, the Quality of Life Index listed some specific aspects of health, including availability of food and a balanced diet, child and mental health, and teenage pregnancy. On the latter, child health was rated high in six communities, but mental health low in six, balanced diet was also very low/low in three, and average in three.

Level of education is another contributor to quality of life and residents in all of the communities felt that lack of and low levels of education were causes of poverty. In all of the communities primary education was given a high rating but only in seven was secondary education given a high rating. Only in Old Road was literacy rated low, but in two communities it was rated very high and in three high. In the others it was rated average. However when these ratings are compared with the very low ratings given for

adult and continuing education in six of the communities, it might be that the rates given for literacy related to the availability of primary and secondary education. At the same time on the Wheels, education was rated very high in three and high in five communities.

5.6 CHANGES OVER THE LAST 10 YEARS

Reaction of several people to this study was one of disillusionment because according to them nothing had happened or been done to reduce poverty since the last CPA. However an examination of plans and reports of programme and project revealed that several initiatives have been taken by Government agencies, NGOS and CBOs to alleviate and reduce poverty and to improve the conditions under which people in poor communities live. But because no attempt was made to link or show that the initiatives were informed by or based on the results of the last CPA the belief that nothing had been done persisted.

During the exercise to identify changes that have taken place over the last ten years, residents in several communities recognised that the infrastructure and the housing stock had improved in quantity and quality, that there were more educational opportunities, scholarships and career guidance for children, that some families had benefited from school feeding programmes and assistance with books and uniforms, that health services were better and were being provided at clinics, and that some home visits by health personnel had increased, and that more elderly people were receiving public assistance in the form of social welfare.

On the other hand, fewer jobs were available, unemployment had increased and people's financial status was worse. In addition family life and relationships of all types, between male and female and parent and child and among neighbours, had deteriorated, as had community spirit and cooperation.

Data obtained from residents in the ten communities do show that since the last CPA efforts had been made to:

- improve infrastructure, physical facilities and housing,
- increase the number and quality of services available to people in poor communities, especially in education and health,
- provide meals, uniforms and books to children in need

- improve people's economic status by providing more opportunities for them to earn an income and be able to meet some of their basic needs, increase the minimum wage on industrial sites
- increase social welfare programmes and provide Home Care Officers for people with disabilities.
- meet with communities and with individuals in need of care to discuss issues of concern and to identify needs
- minimize community problems by implementing community development programmes, projects and activities,
- offer programmes that would promote and facilitate personal development.

In spite of this, residents in some of the communities either said that they were unaware of such efforts or questioned their effectiveness and success. Residents in Fig Tree felt that:

"Nothing is being done here."

Those in Tabernacle believed that

"Leaders' ears are clogged, they not listening to poor people."

At the same time while residents in three of the communities admitted that some of the initiatives had been successful, they were of the view that poor people had not benefited because programmes had not been not specifically geared to the poor, and that many poor people could not afford the low-income houses. An example of this was seen in one community in which people who were living in slum-like conditions had been relocated and given low-income two-bedroom concrete houses. In this case the owner of one of the "new" houses felt that the move had made her poorer.

"Better they had leave me there (in the slum) I didn't have to pay light bill and I got my water from the standpipe. Now I have bills that I can't pay so I worse off."

TABLE 5.6: CHANGES SINCE LAST CPA

Changes	Fig Tree	Old Road	Sadlers
General living conditions	Has got poorer	Improved because of housing	Improved
Housing	No change	Improved	Increase in housing stock, better homes
Population	Increased	Increased, more youth than elderly, persons of different ethnic groups have moved into the community	Increased
Gender relations	Is better	Discord, and abuse not as visible as before	Fairly good
Relations among neighbours	No change	Less neighbourly	Everyone self-centred
Parent-child relationships	Are worse	Deteriorated	
Unemployment	Increased	High among youth, more men unemployed	More males unemployed
Income levels	People earning more	Increase in minimum wage	Inflation so People earning less
Education and training	None	Leadership training,	Programmes, workshops and Classes e.g. in computer
Literacy	Improved	Improved, more opportunities for education	
Participation in education activities	No participation	No programmes for adults, parents more involved in children's education and in PTAs	More females participate in and complete programmes
Access to resources	Worse	Land available for those who can afford	Resources available but people don't apply
Community facilities	None	Community centre built, but no change in services	Sporting facility and primary school in need of repair
Health	No change	Increase in life style diseases	Lifestyle diseases and kidney failure among adults
Standard of living & quality of life	A little improvement	Basic necessities available	Fairly good
Problems	No jobs, poor housing	Increase in illegal drugs	Gang violence

Some people also believed that programmes were politically motivated and that those who were “party supporters” would be the ones to benefit. There are also several other reasons why people may be unaware of initiatives to alleviate poverty, or feel that these are ineffective. Among these are:

- lack of information about what is available or being offered
- Lack of interest in what is available
- Lack of/low participation in organised activities
- Belief that the activity/programme is not meeting their particular needs so it is not for them

Responses from residents in three of the five communities that were studied in the last CPA provide insights into some of the changes that have taken place since then.

Because institutions and organisations are vehicles through which resources and services are delivered to community residents, they play an important role in attempts to alleviate poverty and improve the conditions in which people live.

In the ten communities studied, there were several institutions and organisations in whose work, programmes and activities residents were involved and from which the community was benefiting. However apart from government agencies like schools and health centres the number of NGOs and CBOs in each community was relatively small. There were ten in Tabernacle, six in St. Peter’s, Molineaux, and St. Paul’s, five in Cayon, and four in Sadlers and Newtown. There were also a number of large private sector businesses in Newtown and Irish Town.

During an exercise in institutional mapping, workshop participants identified the organisations that were present in their communities, categorised these to show whether they provided services or programmes that were developmental, preventative, remedial or supportive. They then developed a Venn diagram to show those that were most active and whose programmes were most beneficial to residents.

Among the government institutions identified were schools, police stations, post offices, libraries, health centre, a fishing complex, community centres, and the Social Welfare Department. Schools were seen as developmental, police and health centres as preventive and remedial, and the Social Welfare Department as supportive.

It is interesting to note that in half of the communities no government institutions were identified or placed in the Venn Diagram and that several respondents were of the view that government was either doing nothing or that what it was doing was ineffective.

"Government not doing anything here."

"I don't know what they doing."

"Nothing is being done. I guess Fig Tree is not important."

"As long as government involve it will go nowhere, they only care about de money not de people."

"We can't depend on government to do anything for us."

Responses from community residents about government services and programmes suggest that some of the reasons for this discrepancy are:

- That government institutions are expected to be present and are therefore taken for granted,
- Mistrust of government
- Unawareness and lack of knowledge and information about government's initiatives
- Government's programmes appear to be irrelevant and not contributing to poverty alleviation or making a difference to people's lives.

However, in every community residents identified NGOs whose work was having an impact in their communities. Among these were PTAs, NEMA, Red Cross, and political parties, all of which were seen as being supportive and remedial rather than being developmental or preventative.

At the same time the number of CBOS identified in every community, although small, is evidence that residents are being creative and are taking initiatives to alleviate poverty, to improve living conditions and the quality of the lives of residents, to meet the needs of different groups, and to develop their communities. The CBOs identified included church groups, youth groups, children's groups, women's groups, homework groups, sports groups, and Festival/Cultural committees; all of which together provide programmes and activities that together may be developmental, remedial, preventative and supportive.

However, the information provided by workshop participants suggests that the programmes of many of these organisations are focused on and include mainly cultural and sporting activities. While such activities are necessary and beneficial and can contribute to personal and community development, there was an absence of programmes that focused on income generating programmes and of programmes that were intended to make residents more employable.

In addition, it appears that few, if any of the programmes or activities being implemented by NGOs or CBOs are designed and intended to help residents deal with and solve some of the social problems that they say exist in their communities and about which they are worried.

5.7 COMMUNITY NEEDS

While poverty exists in all of the communities, there are differences in its type, level and severity and in its impact on community life and living. Consequently although there are similarities, there are also differences in what the various communities need in order to improve living conditions and to alleviate poverty.

The needs identified by residents in all of the communities are related to the factors that they believe are contributing to the existence of poverty in their communities and that they see are necessary to alleviate it. They include:

- Improved infrastructure including road and drains,
- Basic needs: especially food and better housing.
- Financial needs: job opportunities and jobs within or near to the community, employment and higher wages,
- Resource needs including land,
- Educational needs, especially training programmes for youth and education programmes for adults
- Need for public facilities and services including recreational facilities and for organised and structured programmes in community centres.
- The need for facilities to provide counselling, support, care and rehabilitation for special groups including children, the elderly, people with disabilities and those with mental health problems.

As can be seen in the table below the greatest need in the majority of communities is for employment. Again and again in the workshops and in focus group discussions participants not only emphasised this need but also stressed the need for jobs from

which they could earn enough money to them to meet their basic needs. Consequently while some recognised that a minimum wage had been introduced, they still believed that wages should be higher.

The second most urgent need appears to be for adult education programmes. This is consistent with information generated in workshops and focus group discussions in which participants recognised the link between low education levels, type of jobs that can be obtained, the level of poverty that exists and people's ability to cope. They acknowledged that while children and youth had more education opportunities and were able to pursue secondary education, many adults who were experiencing poverty had had only a primary education and that some were functionally illiterate. In at least one community residents identified the need for counsellors for young people to show them the importance of education and to teach them how to be, "young ladies and gentlemen."

TABLE 5.7: SUMMARY OF COMMUNITY NEEDS IDENTIFIED

Comm- unity	Better Housing	Infrastruc- ture	Employ- ment/ Jobs	Money/ Higher Wages	Food	Access to Land	Education & Training	Adult Education Programmes	Public Facilities & Activities	Care and Support & Rehabilitation
Cayon			x	x		x	x	x	x	
Fig Tree	x	x	x	x		x	x	x	x	
Irish Town			x	x			x		x	x
Molineux	x		x		x	x		x		
Newtown	x	x	x		x	x		x	x	x
Old Road	x	x	x					x		
Sadlers			x				x	x		x
St. Paul's								x		x
St. Peter's			x	x				x	x	x
Tabernacle	x		x			x			x	x

CHAPTER 6

THE PPA INTERVIEWS

6.1 HOUSEHOLDS

Interviews were conducted with the head of household or responsible adult in thirty-eight households. Thirty interviewees were female and eight were male. While the small number of male interviewees is the result of the absence of males in single-parent female and multigenerational households, they may not have been present in nuclear households at the time of the interview. This has implications since the information provided by female heads would describe their experience of poverty and not that of male members of the households, which might probably be different. At the same time, in three of the nuclear households, husbands participated in the interviews, and in two of the multi-generational households, female members other than the heads participated. Interviews were also conducted with a small number of individuals in poor households.

6.1.1 Household Characteristics

Among the characteristics identified are housing conditions, the size and composition of the household, mating patterns and fertility, intra-household dynamics, household assets and the economy of the household.

Housing Conditions

Implementation of housing projects has resulted in significant improvements in both the number of houses and the quality of housing in several of the communities. As a result, several persons, now live in small- and medium-sized two- or three-bedroom wall houses. Just over a quarter (26.31%) of the thirty-eight houses had outer walls of concrete or brick and seven were of concrete and wood. In all of the communities there were still persons, living in small wooden houses whose structures were weak and many of which had leaking roofs and rotting floors. While the majority of these houses had only one or two rooms, several of the newer houses had as many as four or five rooms, and two had more than five rooms. It is interesting to note that the houses in which the two males were head lived had seven and eight rooms each.

Half of the thirty-eight houses had a separate kitchen and seventeen had some inside plumbing, pipes, indoor bathrooms and toilets. Others had pipes in their yards. Five had outdoor bathrooms and seven had pit latrines, but six had no toilet and five had no

bathroom. Access to electricity and phones, and ownership of household appliances like fridges, stoves, and videos, are now regarded by many as necessities, and some even now also see washing machines and computers in this light. The majority of the houses had electricity: twenty-five had fridges, twenty-four had radios, twenty had TVs and twenty-three had landline and/or cell phones, all indicative of the material culture. However, in some houses fridges were old and not working and in others where the family could not afford to pay the high utility bills electricity or to buy food, fridges were not being used. In the same vein, while practically every house had a gas stove, wood or charcoal was sometimes used.

Types and Composition of Households

Of the thirty-eight households interviewed, sixteen (42.1%) were female-headed, ten (26.32%) were multigenerational, six (15.78%) were nuclear, four (10.52%) were single person elderly and two (5.2%) were single-parent male-headed households.

Together the households accommodated two hundred and two persons, eighty-seven adults and one hundred and fifteen children under eighteen years of age. Single-parent female-headed households contained eighty-six persons with nearly two-thirds (65.11%) of these being children under five years old, and multigenerational households contained seventy-six persons with just over half of them being children under five years of age. The six nuclear households were smaller with twenty-seven persons, and eleven children among them, and there were nine children in the two single-parent male-headed households.

The household with the largest number of persons was a multigenerational household that housed twenty-one persons and in which the great-grandmother was one hundred and five years old and the youngest great-grandchild was one year old. There was another multi-generational household and a single-parent household with nine persons in each, and one multi-generational and three single-parent households contained eight persons each. It is important to note that all of these large households were headed by females.

Marital Status, Mating patterns and Fertility

In nine of the single-parent female-headed households, interviewees said that they had no partner at the time. Since marriage was only evident in three of the multigenerational households, this is evidence that marriage was not common and is not the norm in the poor households that were studied. Common-law relationships ranging from two to

nine years existed in the six nuclear households, but visiting relationships existed in seven single-parent female-headed households, in two single-parent male-headed households, and in two multigenerational households.

Female interviewees tended to have had their first child at an age earlier than male interviewees and in the majority of cases had their first child in their teens. Serial mating and fertility patterns have resulted in early and multiple pregnancies and in women having large numbers of children, sometimes for several men. The pattern was more pronounced in the single-parent female-headed households in which three women each had eight children from three or four fathers, and five women each had seven children from four or five fathers.

Multiple pregnancies and frequent childbearing has implications for women's health, and where childcare facilities may not be available or affordable in poor communities their absence limits women's opportunities to acquire permanent, full-time jobs with wages sufficient to provide their children with the basic needs.

Additional data on household composition show that in addition to households headed by single females, many of the multigenerational households are headed by older women, grandmothers. The data also show that these two types of households have a larger number of young children under twelve years of age.

Although most of the interviewees were women, the data does provide some insights into mating and fertility patterns among men. Like some women, some men do have serial relationships that produce several children from different women. For example one of the men, a single parent, had his two children by two different women. Moreover, according to several women, many of the men are either unwilling or unable to provide financial support for their families and to contribute to the care of their children.

The data suggest that serial mating patterns and large numbers of children are used by some males as indicators of masculinity and manhood and by some women as an economic strategy.

Intra-Household Dynamics

There are several processes that are necessary for members of households to be able to sustain their livelihoods and the extent to which and how household members are involved in these processes will determine their ability to survive. Among these

processes are household headship, the roles that different members play, the responsibilities that they undertake and how they relate to each other, which members exert power and authority and what decisions are made and by whom.

Interviewees identified several factors that determined household headship. Among these were ownership of the house, responsibility for paying the rent and responsibility for the welfare of household members, living alone, absence of the male, and being male.

The data show that 68% of the thirty-eight households are headed by women. The large number of female heads is an indication that women living in poor communities are responsible for the welfare of their families and are expected to provide for and meet the basic needs of household members, a significant number of whom are children under twelve years of age. This burden is especially heavy as the majority of these women are either unemployed, underemployed or working for very low wages and receive no financial support from the fathers of their children. They saw this lack of access to financial resources as one of the main reasons why they were living in poverty.

While many of the parents who participated in PPA activities had very low levels of education, they regarded education as important and tried to send their children to school every day. Consequently, in most of the households studied, children and/or grandchildren who were in or had been to secondary school had the highest level of education. In a few there were also children going to evening classes for computer training and CXC examination preparation. In one of the male-headed single-parent households the eldest child was doing a course in mechanical engineering at the community college and in one of the female-headed single-parent households two males were also studying law at the community college.

However, few of the interviewees or other residents in the communities were taking steps to improve their own education by participating in adult education programmes. Among the reasons given for not participating were the unavailability of programmes in the communities, lack of knowledge of what was available, no time because they were too busy struggling to survive, and the high cost of programmes that were available. Another reason given for the low participation among women was the absence of childcare facilities.

Power and authority was not only linked to age, gender and position in the household, but to roles and responsibility, and to control and involvement in decision-making. In the single-parent female-headed households, power and authority reside with the

women. In the other households, power and authority could reside with the head of the household, with the persons who took responsibility for the welfare of members, and who made decisions about what should happen in the house.

In two of the nuclear households power and authority was with males and in two with females. In one it was with the both the male and female and in another with the oldest son. In the multi-generational households the pattern was somewhat different and joint decision making was more common. In two, older adults, parents and grandparents and adult children had power and authority and made decisions. In one, the eldest daughter, and in another the eldest son, were the ones with the power and authority.

Gender relations, parent-child relationships, sibling relationships, and intergenerational relationships are integral to the family unit and determine the quality of family life and the extent to which the household can be sustained. Several parents identified factors that contributed to and affected the negative relationships that they had with their children. Among these were their own attitudes towards their children and their children's towards them, their inability to provide for their children, concern about peer pressure, their children's behaviour and the type of activities in which they are involved, and the extent to which the children "cared" about them. Many parents indicated that they had problems with their children including lack of respect, disobedience, rudeness, answering back, unwillingness to help in the house, refusing to go to school when sent, and doing as they like.

While the disciplining of children was a problem in many households and posed challenges to many of the interviewees, it was identified as being particularly problematic in some multigenerational households. For example in one such household, disciplinary problems were said to result from the poor example of some parents, from the lack of respect of parents for children and of children for parents and other adults, and from refusal of some parents to allow other adults to discipline their children. Some parents also found it challenging and difficult to deal with teenage children and were concerned about the people with whom they were associating, their relationship with the opposite sex, and the peer pressure that could push them into becoming involved in illegal or criminal activities.

Traditionally the work in households is divided along gender lines and according to accepted gender roles and this was the case in the majority of households studied. In most of the households adult women and female children did most of the housework, although in a few the adult males helped sometimes. In a small number male adults and

children were either reluctant or did no household chores at all. These practices and the resulting pattern have created a situation in which females have full responsibility for household management and maintenance, and in which males have been socialised to believe that their role is to “help out” rather than to take some responsibility for the care and maintenance of the house in which they live and the space which they occupy.

Household Assets and Resources

To a certain extent, the assets that members of a household own and the resources to which they have access will determine their ability to sustain their livelihoods. Ownership of property and household goods are assets that can be translated to cash in times of need or crisis. Twenty-one (55.26%) of the interviewees owned the house in which they lived and thirteen (34.21%) owned the land on which their house stood. However, only eight had access to land which could be used for backyard gardens or small-scale farming.

Most of the households did have some furniture and in some cases this had been bought on credit. At the same time the furniture in some households was minimal and usually consisted of a table, a chair or two and a bed in poor condition. A few of the interviewees had animals, a few of the males had tools, and four of them had vehicles.

Credit is also a resource which household members could use in times of need and crisis and its availability is therefore an important factor that can enable household heads to sustain their livelihoods. The cost of credit is high and while some people take goods on credit from shops and use the hire purchase system, especially to acquire household items, people realised that access to credit comes at a substantial price.

Household Economics

The economies of the households studied are very fragile with little, if any disposable income to ensure that their members can sustain their livelihoods. Five of the female interviewees, most of whom were in the multigenerational households and two of the males had previously worked as labourers in the sugar industry but since its closure were now unemployed.

Nine women in the multigenerational households, including three who had worked in the sugar industry, were unemployed, but eleven of the sixteen employed persons had full-time jobs and five, two men and three women worked part-time and thirteen of those employed were adult children.

Seven single women who headed households were unemployed, but nine were employed, three part-time and six full-time. However their jobs, maid, cleaner in the school, farm labourer and security guard, were all low-status low-paying jobs. With the closure of the sugar industry, women as well as men had lost their former low-paying jobs as labourers. The two male heads were employed but all of the elderly were unemployed. In addition to full or part-time jobs, individuals in several of the households also did a variety of odd jobs either to obtain wages or to supplement their incomes.

While women are heads of households in many of the households studied, the data show that more women are unemployed than are men, that employment is gender-based, and that employed women are in low-status jobs from which they earn small wages. At the same time while some of the employed males in nuclear and multigenerational households were working in construction for higher wages, because of the volatility of this industry they could not always count on getting a job. As a result many of the employed males and females in the households studied can be considered to be “the working poor,” and several of them admitted that their wages were insufficient to meet their basic needs and to provide for their families as they would like.

The data show that many of the interviewees got paid weekly or fortnightly and that a significant number said that they did not have any idea about the amount of money that was available to cover household expenses. This was especially true in households in which the members did not know what others were working for but in which more than one person was contributing money to the house, often on an irregular basis, but that the household others head did not know how much other members were working for.

The information that interviewees provided indicates that the income available in poor or very poor households ranged from none to between \$80.00 and \$200.00 per week and for better-off households, from \$800.00 to \$2000.00 per month. In most of the nuclear households the available income ranged from \$150.00 to \$400.00 per fortnight, in multigenerational households from \$80.00 to \$400.00 per week, in single female households from \$170.00 to \$500.00 per fortnight, and in households with single elderly persons about \$300.00 per month.

In addition to wages, some of the households obtained money from other sources including from relatives and friends, from children’s fathers and from the government. Remittances are an important and valuable source of income for these households in which members depend on these gifts of money, foodstuff and other items to help

sustain their livelihoods. Interviewees in half of the households said that they received some money from their children's fathers, however in many cases the amounts were small and were not provided regularly. Although displaced sugar workers did receive lump sums, according to some of them, given the number of years that they had worked, what they received was not enough.

In all of the households most of the available money was spent on food and then on utility bills. However, all of the interviewees were careful in how they managed whatever money they got. They made do, they budgeted carefully, they spent wisely, and they prioritised.

6.1.2 Survival and Coping Strategies

Because of the poor conditions in which several of the interviewees live, because they do not have enough money to meet their basic needs and to provide for their families, and because they have few tangible assets or resources, they experience many hardships and are faced with many challenges. As a result the often have to take risks in order to survive and to sustain their livelihoods and this increases their vulnerability and that of their households.

Several interviewees indicated that they were struggling to survive and to sustain their livelihoods. Some said that they had to make sacrifices and deny themselves so as to meet their children's needs. A few begged, some, especially the elderly, depended on help from churches and other organisations and several depended on family, friends and neighbours for money, food, and clothes. A small number of women were of the view that the presence of a male partner was a necessary for their survival.

The greatest challenge faced by most of the households was the absence of a sufficient quantity of the right kind of food but the high cost of living and little money makes it difficult to overcome this challenge. For example only two of the interviewees said that they were able to eat a balanced meal every day, the majority only did so occasionally, maybe once per week, and some never had such a meal. Other challenges faced by interviewees included unsuccessful attempts to find a job and having to live in limited space. Two women also had serious health problems that prevented them from working, but for which they expensive medical care, but their disability allowance was insufficient to cover the bills or to allow them to receive the care that they needed.

In addition to careful budgeting and prioritising, interviewees employ several strategies including taking high-risk jobs. Among the latter were security jobs and those that required women to work at night, those that posed a threat to health and those which might include breaking the law. In terms of the latter, a few of the interviewees admitted to being involved in the drug trade and to having male children who were involved in crime including gun-related crimes. While none of the female interviewees admitted being involved in prostitution or other risky sexual behaviours, they were aware that females in some households might have to resort to and use these as survival strategies. At the same time a few were concerned about similar activities in which their daughters were involved.

6.1.3 Household Needs

From all of the data obtained, it is very clear that households that are living in poverty are faced with several problems and challenges that limit their ability to meet their basic needs and to sustain their livelihoods. Data obtained from interviewees and from other residents who participated in the PPA activities, reveal that the most urgent need of most households is the need for sufficient and the right kind of food, that the next most urgent need is for money and for job opportunities to earn sufficient money to meet basic needs, and the third most urgent need is for adequate shelter. Other needs include the need for assistance, and for free, reliable and high quality public services.

6.2 THE GROUPS

6.2.1 Men

Approximately one hundred and fifty men participated in the focus group discussions. The majority were single, twenty-three were married, and a few were widowed. Twenty-nine of them (22%) had a primary education, forty-seven (37%) had a secondary education, seven had been to university and eighteen had participated in technical and vocational programmes. Among them were civil servants, farmers, fishermen, plumbers, traders and self-employed persons.

The majority of men were also involved in a variety of recreational activities. Among these were liming, sports including basketball and volleyball, playing dominoes and cards, socialising with friends and listening to music. However while a large number of men placed high priority on sports and recreational activities, a few placed emphasis on spiritual activities.

Because coping with poverty and being able to survive is challenging to most of the men, they used a variety of strategies to do so. Among these were depriving themselves of certain things, doing more than one job, begging, planning, hustling, and getting involved in illegal and risky activities. Some depended on divine intervention.

Concerns and Needs of the Men

Ownership of assets and access to resources are essential for survival and to sustain livelihoods and the men not only identified the resources they needed but they also identified some of the difficulties that they encountered in acquiring them.

- Land was seen as an important resource and a significant number of the men were concerned about unavailability of land, stressed the need for it, and identified several obstacles to obtaining it.
- All saw money as an important resource and felt that opportunities to obtain a job that paid good/better wages were necessary for them to be able to have more money and to move out of poverty. In addition, they felt that the amounts paid by social security should be increased and that the cost of living and the cost of utilities should be controlled.
- They admitted that education was needed to help them move out of poverty, but some were concerned that young men were not making use of the educational opportunities that were available and suggested the need for counselling to give people direction.
- Men in a few of the communities expressed the need for togetherness, for men to come together, and for men's groups so that men can get together and share ideas.
- Some men were concerned about and identified the need for rights and freedom to choose, for true political freedom and freedom of speech, and for a government with a conscience.

Suggestions for Alleviating Poverty

Among those suggested were:

- More job opportunities and higher wages
- Price control on foodstuffs
- Encourage more businesses in rural areas
- Make more land available
- Regularise the bus system

- Distribute houses more evenly
- Use the cane to construct ethanol plants to use instead of petrol
- People getting together to help each other fight poverty
- Regain community spirit

6.2.2 Women

One hundred and six women participated in the focus group discussions and just over half of them were between the ages of twenty and forty-five. The majority were single, twenty-seven were married and a small number were widows. Thirty-four were single parents and thirty one grandparents. About fifty had had some level of secondary education, eleven had been to university, six were attending the Community College, and six had had technical and vocational training. The women were employed in a variety of occupations in the civil service, in teaching and as vendors, farmers, factory workers, waitresses, cleaners, cashiers, and shop assistants. A few owned their own businesses, mainly small shops, a small number were unemployed or retired and a few were housewives.

Things were particularly hard for women who had worked in the sugar industry as they were now unemployed. They reported that although some of them had had some training many had been unable to find jobs, and those who gained employment in the hotel industry had been “let off” in the space of a week.

The majority of the women considered themselves to be poor because they were deprived of essentials; they felt that they were deprived of good jobs and opportunities to make sufficient money to provide for their families and pay bills, of good housing and of support from their children’s fathers.

Whether they were employed or not women were responsible for maintaining their households and so they did a large amount of housework that some found to be tedious and tiresome. However while they were responsible for caring for all family members, they gave priority to caring for their children. In addition to work-related and home maintenance and childcare activities, some of the women were involved in craft, in church activities and in community work.

Many women find it difficult to cope and several said that they would do anything necessary to provide for their families. Among the many different strategies they use to survive and maintain their households and families were working at more than one job,

producing things to sell, prioritising and careful budgeting, cutting down on expenses, and praying. However several said that although these had sustained them in the past, it was becoming more difficult to survive and they were not really coping. A few women admitted to begging, gambling and stealing, and engaging in transactional sex, and several took steps to ensure that they received money from their children's fathers.

Concerns and Needs of the Women

The majority of women face many challenges as they struggle to provide for their families and to sustain their livelihoods. For some the major challenges were putting food on the table so that neither they nor their children would have to go to bed hungry, and being able to give them clothes. In addition many were challenged in managing their children and were concerned about the latter's behaviour now and their well-being in the future.

All experienced financial problems, including problems paying bills and buying food, but many also found it difficult to get job, and some had health problems. All of the women expressed concern about their limited access to the resources that they needed to be able to provide for their families.

- The majority said that money was the most important resource because they needed it to be able to obtain other resources. However, because they worked for small salaries and because the cost of living was so high, in spite of how hard they worked they found it difficult to obtain enough money to meet their needs.
- In addition to money several women saw land and housing as major resources that they needed but to which they had limited access.
- The women believed that education was important for getting better jobs and higher wages and they were concerned about their own lack of education and about their need for higher education and about the absence of opportunities for them to do so. A major concern for the women therefore was the problems they faced in providing their children with a proper education.

Suggestions for Alleviating Poverty

The women identified some of the things which in their view would alleviate poverty. Among these were things that government and civil society organisations should do and things that people could do for themselves.

Things that Government should do

- Provide more and better paying jobs
- Increase the minimum wage and higher wages.
- Control the price of food items
- Lower utility bills especially the fuel charge in the electricity bills
- Give scholarships to poor children with academic potential
- Implement skills training programmes
- Organise Adult Education classes
- Organise motivational programmes to empower people
- Organise mentoring programmes to steer youths correctly
- Provide more and better facilities in the communities including day care centres
- Give financial and technical help to small businesses
- Organise periodic meetings to hear the views of community residents
- Change Boards so that the same people are not always on the Boards
- Reintroduce food ration programme for children, pregnant women and the elderly

Things that Civil Society Organisations Should do

- Churches should put more programmes in place
- Revitalise community organisations like 4H, Boys Brigade and Girl Guides
- Form more community groups

Things People can do for Themselves

- Live within your means
- Buy in bulk/wholesale and share
- Shop around for best and cheapest prices before buying
- Use energy saving appliances
- Grow own food
- Go into livestock
- Each one teach one
- Learn to budget
- Spend money wisely on what really matters
- Have fewer children
- Help each other

6.2.3 Youth

Of the two hundred and six young people who participated in focus group discussions eighty four were male, sixty-four were female and the majority lived in single-parent families. One hundred and twenty-seven were between the ages of thirteen and nineteen, fifty-four were over twenty and twenty-three were children under twelve. The majority were students and one hundred and thirty-three of them, eighty-six males and eighty-two females had secondary education. A small number were attending the Community College, one male and three females had been to university and five males and three females had technical and vocational training.

The young people who were students said that they gave priority to their school work and that this took up most of their time. Those who were employed said that their work was a priority and those who lived at home helped with housework and cared for younger siblings. The majority were also involved in sports, several were members of youth groups or limered with their friends, and those who had access spent time on computers.

Many of the young people said that living in poverty often made them feel to do things that they would not ordinarily do. Several admitted that they steal, gamble, sell drugs and turn to prostitution. While many of the young people acknowledged that in order to survive and to get the things they want they were involved in illegal activities, they also agreed that involvement in such activities was risky and that they were not always proud of what they did but that it helped them in many ways.

At the same time not all of the young people were involved in illegal or criminal activities. Some said that they did odd jobs, got part-time or holiday jobs, planted vegetables to sell, begged, some managed their resources wisely and saved, and some just did without things they needed. A few said that they depended on relatives abroad for food and clothes.

Concerns and Needs of the Youth

Young people faced many challenges in accessing the resources that they needed and they were concerned about several things. Many, especially those with single parents, were concerned about the difficulties they faced in getting the basic needs as well as other resources.

- The unemployed youth were concerned about their ability to obtain jobs and they saw education as an important resource that would help them to do so and to move out of poverty. However some of the youth were of the view that only certain people were benefiting from the education system. Others were concerned about the pressure being put on them by their parents to succeed at school and they felt that this sometimes prevented them from socialising with their friends.
- Some of the students saw computers as important resources but several of them had no access to them and were therefore sometimes unable to do research and homework.
- Many of the youth said that they in addition to the basic needs they needed security, love and attention not only from their parents and relatives, but from the politicians and the government.
- At the same time several of the young people placed high value on things like cell phones, cars, and some said that these boosted their self worth and image.
- Many of the young people were concerned about the high level of crime and violence in their communities, and about the pressure that is put on them by their peers to join gangs, do drugs, and engage in sexual activities. They were also concerned about teenage pregnancies.
- A significant number was also concerned about the existence of old abandoned houses and poor sanitation, as well as about the absence of recreational facilities.
- Several were also concerned about the availability and cost of land and housing and some were of the view that it was easier for foreigners to obtain land.
- Young people in Fig Tree were particularly concerned about being “run out” to make room for the golf course and about the fact that the latter was limiting access to the beach.
- Many of the young people were of the view that they needed money, more job opportunities, more scholarships, recreational facilities, and a place for young people to go.

Suggestions for Alleviating and Reducing Poverty

These included:

- Expand the scope of education
- Get more educated and skilled teachers
- Upgrade schools by creating more science labs
- After school classes in computer and other subjects
- Provide a second chance for school dropouts
- Provide more scholarships
- Make financial help available for poor children with academic ability.
- Implement skills training programmes in the communities to teach young people skills
- Organise more community clubs like Brownies, sports and teenage clubs
- Provide more jobs for young people
- Increase wages
- Control prices in the supermarkets
- Reduce taxes;
- Lower the cost of land

6.2.4 Children

Although no special focus group was conducted with children, in a few of the communities a small number did participate in the discussions with youth and the information obtained from other informants provided insights into the reality of children living in impoverished conditions and on the impact of poverty on their lives.

Several informants believed that children were the ones that poverty affected most because they depended on their parents for their livelihoods and data about poor households show that several parents, especially single mothers, were unable to provide their children with their basic needs. In many cases this is because of lack of support of fathers, some of whom may themselves be poor.

Several persons also pointed out that deprivation of enough or of the right kind of food had implications for the health of children some of whom were malnourished. However, in many cases money was not always available to provide them with food or with proper health care. As a result their physical and mental development may be stunted and they may be unable to fulfil their full potential.

Everyone who participated in the PPA activities recognised the importance of education as a strategy for moving out of poverty and many parents were concerned about their inability to give their children a good education. However, lack of food along with lack of money for transportation and school supplies also deprives children from benefiting from educational opportunities that may be available, and parents as well as children were aware of this.

At the same time there was some concern about how poor children were treated in school. According to some they were disrespected, stigmatised, ridiculed, bullied and excluded.

While people recognised the importance of the environment in which children are raised, in the communities that were studied there many children were growing up in environments that affected them in negative ways. Many of the communities displayed features of poor living conditions and high levels of crime and illegal activities and anti-social behaviour. In addition a significant number of children were living in poor single-female-parent households. Absence of parental guidance and supervision and of good role models, and the existence of child neglect and abuse, and of exploitation of children were therefore matters of some concern of many informants.

Some people were of the view that these situations had resulted from the breakdown of the family system and from the phenomenon of people having children from multiple partners.

6.2.5 The Elderly

One hundred and ten older persons, twenty-eight males and eighty-two females, participated in the focus group discussions. Eighty-six of them were over sixty years of age, forty-one were married and twenty-six were widows/widowers. The majority were grandparents and lived either in extended or in multigenerational families, but a small number also lived alone. Eighty-seven of them had had only a primary education, a small number had had secondary education and an even smaller number had been to university or had had technical and vocational training. Many of them were retirees, but a few were still engaged in income-earning activities on a small scale.

A significant number of the elderly persons believed that they were being deprived of money, food, health care and medication, good housing with amenities, good elderly care, respect and companionship and independence.

Some depend on pensions from the government; some depend on children, grandchildren and other relatives, some make things to sell and plant vegetables, some save, some get help from the church, some rely on God, and some couldn't say how they were surviving. They saw money as an important resource and although some received pensions they were dissatisfied with the small amounts they received and those who received remittances were concerned about their irregularity

Elderly females, especially some who are single, widowed, living alone or in multigenerational households still have responsibility for maintaining the household, caring for children and for doing household chores.

In a few of the communities there are Golden Years Clubs in which elderly do become involved in a variety of activities. However, very few males belong or participate in these activities. In other communities while many elderly folk just stay at home, several also spend time farming and doing backyard gardening and some were involved in church activities. However a few said that ill-health prevented them from doing much.

Concerns and Needs of the Elderly

Elderly people face many challenges to survive in today's world and many reminisced about the past and felt that the emphasis today was on the youth.

- Some of the elderly persons interviewed said they were challenged to deal with young people, and many were concerned about the latter's conduct. They were also concerned about their use of illegal drugs and about the increase of crime and violence in their communities.
- They felt that they were discriminated against because of their age so they could not get jobs, loans or even help.
- Many were challenged by the high cost of living and felt that they needed help with money to be able to buy food and to pay bills.
- The majority were also concerned about their health and the high cost of health care and medication, and some about their inability to get around.
- They said they needed more help from the government and other organisations.

Suggestions for Alleviating Poverty

The suggestions that the elderly gave showed that they were not only concerned about themselves but about poverty that existed in their communities. In terms of the latter they believed that a great deal of emphasis should be placed on young people.

Suggestions for Alleviating their Own concerns

- Provide more home-care workers
- Send medication to the health centre
- Provide walkers
- Give seniors discount cards to ride on the buses and for medication at private drug stores
- Distribute food packages at the health centres
- Reduce bills for senior citizens
- Reduce or eliminate fuel charges
- Create markets for seniors to sell their craft
- Lower taxes
- Increase pensions
- Make land available

Suggestions for Alleviating Poverty in the Community

- Educate parents and children
- Educate the community on the findings of the PPA
- Motivational speakers for youth
- Expand schooling
- Change the mind set of young people
- Teach young people skills
- Grow more food in the country
- Create and provide more jobs in and out of the community

6.2.6 The Unemployed

Ninety-eight persons participated in this focus group discussion. The majority were between the ages of twenty and forty-five. Many of them were single and a significant number of the females were single parents. While some had only a primary education many had some level of secondary education and a few had technical and vocational training. Although many of those who participated in the discussion were not presently employed and few had had permanent jobs, several had worked from time to time at a variety of income earning activities.

Most of the unemployed persons spent their time looking for jobs. Several of the former sugar workers had attended training courses offered by government but were disappointed at the lack of follow-up, that the training did not result in jobs, and that although they had gained some skills they were unable to use them because they did not have the necessary resources.

Unemployed women spent most of their time doing household chores, but many unemployed males were able to get odd jobs occasionally, and younger males just lime on the block with others like themselves. Others turned to alcohol and use of illegal drugs and others to sports

Many admitted that they were often unable to obtain critical resources like jobs, money, food, clothes, land, and adequate housing. Many shared their experience of trying to get a job, of how difficult it was, and of the obstacles they faced. But they were adamant that they did not want handouts only a helping hand.

Unemployed persons are very versatile and creative and they employ a number of strategies including doing whatever is necessary to survive. However it is clear that males and females use different strategies. Many women said that they prioritised, budgeted and spent wisely, depend on relatives and friends, credited from the shop, but a few gambled and begged, and some prayed. Several women also admitted to being engaged in prostitution.

While some of the males hustled and did odd jobs, several admitted to being involved in criminal and illegal activities including gambling, stealing, and sale of illegal drugs. A few of the former sugar workers have formed a group that looked out for and supported each and in one community some of the men get together to cook.

While only a few admitted to receiving remittances from relatives abroad, one or two said that they adopted elderly folk so that when the latter's relatives sent them thing from abroad, they could get "*a little scraping from the barrel.*" Some also receive help from neighbours and friends and a small number got involved in church activities but many of the others said that they had lost faith in God so they don't go to church.

Challenges, Concerns, Problems, and Needs of the Unemployed

Among their major concerns were unavailability of job opportunities and of jobs, the high cost of living, the situation of ex-sugar workers, and unavailability of land to locals as it was being sold off to foreigners. Additionally:

- Several people were concerned about the high cost of living, several were concerned about their inability to cover the cost of keeping their children in secondary school, and one woman was concerned that if she got a job she might not be able to pay the high cost of day care.
- Several who were interested or involved in farming were concerned about unavailability of land, stray animals destroying their crops and about the absence of machinery to plough the land.
- Some were also concerned about the high levels of crime and violence.

Suggestions for Alleviating Poverty

- Create and provide more jobs
- Use the cane fields to provide employment
- Create good paying jobs in rural areas
- Give unemployment benefits
- Raise the minimum wage and increase wages
- Control prices
- Provide more educational opportunities
- Job training so that people can get experience
- Training in job-related tasks
- Better use of community centres for computer classes
- Start skills training in primary schools
- Workshops in money management and budgeting
- Formation of community groups
- Give more assistance to poor children who have potential to excel
- Evening classes
- Decentralise after-school classes
- Remove stray animals and pen them
- Get constituency representatives to listen to the people
- Give each constituency its own money to spend on programmes that fit the constituency
- Provide better housing and recreational facilities

6.2.7 Physically Challenged Persons

Because only a small number of physically challenged persons were identified, instead of focus group discussions, interviews were held with two such individuals in Cayon and with the relatives of two physically challenged young persons in St. Paul's.

The young man in Cayon is twenty-seven years old and is mentally challenged. He dropped out of secondary school and is unable to keep a job. There is also a sixty-seven-year-old man in Cayon who left school in Standard Four, and lost a leg about twenty-five years ago. Before that he had worked as a cane cutter on almost all of the sugar cane estates in the country. He is a member of the Golden Age Club. In St. Paul's one of the persons is a twenty-four-year-old young man who is mentally challenged and cannot speak. Formerly he lived in the St. Vincent De Paul home in Basseterre but is now confined to bed and lives with his mother who cares for him. The other, a fifteen year old male, has been confined to a wheelchair since his spine was damaged. Funds were raised to purchase the wheelchair and when he was in primary school his mother took a job in the village so as to be available to care for him. He currently attends the Sandy Point High School.

Some of the physically challenged who attend the Special Education School take part in the Special Olympics at national, regional and international levels.

Many of the relatives were of the view that challenged persons are poverty-stricken and that caring for them often drives their families into deeper poverty with little hope of relief. This is because the absence of facilities for such persons makes them totally dependent on their families who often cannot afford to provide them with the care that they need. Persons with disabilities are therefore deprived of many things including attention care, and love, and that they are vulnerable to abuse and exploitation.

Moreover, because they are usually unable to communicate their needs and feelings effectively, family members become frustrated with them and often beat and abuse them. In addition as they roam the streets, they are teased, ridiculed, insulted and physically abused.

According to the informants many families found it very difficult, frustrating and time-consuming to deal with children or relatives who have disabilities. Many, therefore, do whatever they can to survive and many survive by the grace of God.

CHAPTER 7

DATA ANALYSIS AND INTERPRETATION

The PPA activities generated a great deal of qualitative data that highlight various aspects of poverty, based on the experience of those who are experiencing it. Analysis of the data has revealed a number of factors that contribute to, and perpetuate as well as are a consequence of poverty. In addition, several important issues have emerged that must be addressed if poverty alleviation initiatives are to achieve the goal of poverty alleviation and reduction.

A great deal of attention has always been paid to the economic dimension of poverty. However, it is now being recognised that it is also important to pay attention to other societal processes as these too have implications for the type and level of poverty that exists in the society, for how it is perceived and experienced, and for what initiatives must be taken to address it. Analysis of the data has revealed economic, social, political, and environmental trends, as well as trends in livelihood and coping and survival strategies.

7.1 ECONOMIC TRENDS

The economies of most of the households that were studied are very fragile as there is often no permanent income that is sufficient to meet the needs of household members. The data show that the majority of poor individuals are either unemployed or underemployed and that in several of the households no adult is employed. However, while absence of job opportunities and of jobs resulted in high unemployment, low levels of education and lack of marketable skills also contributed to these phenomena.

While job opportunities and the types of jobs for which some poor individuals may be eligible are few, there is a strong link between education, employment, and household economy. Interviews with household heads and discussions with different groups revealed low levels of education among significant numbers. Many older people had had only primary education and many youth as well as unemployed persons had not completed secondary school and had few marketable skills that would allow them to obtain permanent jobs.

At the same time, while in some households there are one or two adults involved in diverse income-earning activities, these are usually in the informal sector and are often low-skilled and low-paying, and seasonal or part-time. In addition, information

obtained in household interviews suggests that the presence of multiple earners in a household is no guarantee that the household would have access to more income than one with a single earner.

As a result, poor households had low income levels that contribute, perpetuate and keep them locked in poverty. Moreover because low earnings of household member(s) must be spent to meet basic needs, they are usually insufficient to pull the household out of poverty.

There is therefore a link between household income and the level of economic deprivation suffered by members of poor households, and between their inability to meet their primary and secondary needs and to enjoy an acceptable standard of living and a good quality life. However, while the income levels in poor households have serious implications for all of their members, they play an important role in the welfare of children whose development, health, education and life chances are compromised because of lack of financial resources.

Changes in the structure of a national economy and in its formal sectors do have serious repercussions and do impact negatively on households, and this has been the case since the closure of the sugar industry. A significant number of older males and females who were displaced are now unemployed and their source of income has been lost. Because several of these had been the sole breadwinners in their households, there is now little if any income in their households and as a result many of the latter have been plunged into poverty and some have become poorer.

At the same time, while some of these former sugar workers have been able to find other work, a significant number have not. In addition, because the majority worked as agricultural labourers for many years their skills were limited and they therefore now have few marketable skills that could enable them to obtain other jobs. At the same time many said that they found it hard to adjust to non-agricultural activities.

Because no single income can maintain poor households, a large number of individuals in poor communities operate in the informal sector simultaneously in a diverse number of income-generating activities. A noticeable trend is that males and females are engaged in gender-specific activities; males in odd jobs like car washing and car repairs, females in domestic work and vending, but there were also some male and female entrepreneurs, mostly shopkeepers. Because these informal sector activities were either unskilled or demanded low levels of skill, wages were also very low and insufficient to

provide basic needs, to pay utility bills, to pay for proper health care and medication, to cover education costs, or to spend on entertainment. As a result there were strong calls, especially by women and single parents for an increase in the minimum wage.

Also noticeable in several communities is the growth and increase of an underground economy also segmented along gender lines and characterised by a number of illegal and criminal activities including the drug trade, gambling, and prostitution. Another worrisome trend was the existence and acceptance of illegal activities as legitimate sources of income and in several households in which such activities were the only source of income. While many people were aware of the dangers and risks involved, they were of the view that they had no other choice and that these were the only avenues from which they could obtain some level of income.

Dependence of poor households and individuals on others for financial resources is also a noticeable trend that increases their vulnerability. Some poor households depended on remittances from relatives abroad but did not always receive this on a regular basis. Many older persons depend on pensions or on Social Security cheques but the small amounts of the latter are not enough to meet their needs. In both cases remittances and pension are their only sources of income. At the same time because most people with disabilities were unable to work they were totally dependent on others for their livelihoods.

7.2 SOCIAL TRENDS

The social environment within which people live determines the quality of their lives and their sense of well-being. The social milieu of many of the communities was characterised by several trends, which in the eyes of residents were having negative effects on families and on individuals as well as on community life and living.

7.2.1 Social Problems

In all communities there is a noticeable trend of an increase in social problems related to crime and violence. Many residents expressed concern about the increase in gang warfare, gun-related crimes, drug dealing, petty crimes like burglary and gambling, and to some extent, prostitution.

Significant numbers of young males are members of gangs and in the absence of job opportunities several saw crime as a legitimate source of income. A concern in at least one community was an increase in the number of young females in gangs and in some communities there was also evidence of a number of young males who were in gaol for drug and gun-related crimes.

Because of the existence of these activities some residents were not only concerned about the risks that the youth were taking but some feared for their safety.

"Stray bullets kill no matter what."

At the same time, many of the youth felt rejected and abandoned by the society and saw their involvement in gangs and criminal activities as avenues through which they could gain a sense of belonging and respect.

"When I pull the gun everybody respect me."

Burglary and gambling were also activities that were common in some of the communities and that were regarded by some males as sources of income. On the other hand while several females admitted to being involved in prostitution and transactional sex and regarded these as sources of income, some saw this as a last resort when other sources of income were not unavailable.

7.2.2 Family Life

Several residents were of the view that the increase in social problems had resulted from a breakdown in family life. There is therefore a great deal of concern about what some see as a trend towards one-parent families and the lack of appropriate adult role models for children. Individuals and groups identified poor parenting and child-rearing practices, lack of discipline and respect for older people by children, lack of supervision, neglect, abuse and exploitation of children and delinquency, as some of the undesirable and unacceptable outcomes of these phenomena.

The type and quality of relationships between partners, including abusive and violent relationships between parents and children, and between youth and older persons are also matters of concern. Some of the violence and abuse are triggered by frustration at inability to provide as expected and some young people even admitted that they hated their parents because the latter could not give them what they wanted. On the other

hand, some males admitted that they became violent and abused their partners when frustrated with their inability to meet their demands; and some women admitted that they accepted the abuse from partners because they were a source of financial resources.

In addition in some communities many males and a few females are using alcohol to deal with their frustration and to escape from their harsh realities. Alcoholism is therefore also a worrisome trend and in a few communities there is a great deal of concern, not only about how it is affecting individuals and their families, but about the absence of mechanisms to deal with it.

7.2.3 Health

While only a relatively small number of residents may be suffering from alcoholism, other important trends in health are also matters of concern. Among these are the use of illegal drugs, the apparent increase in mental illness among young as well as older males in at least two communities, and the perception that this condition has resulted from excessive use of illegal drugs. There is also concern about the absence of facilities to deal with mental illness.

Because many households are faced with many constraints and struggle to sustain their livelihoods anxiety, stress and depression are also common conditions. There has also been an increase in lifestyle diseases, diabetes and hypertension among males and females and in respiratory diseases among children. However while no specific information on the existence of STIs and HIV/AIDS was obtained, all residents recognised that those who might be displaying risky sexual behaviours were in danger of becoming victims of these diseases. Within this context, residents in a few communities are worried about the existence and apparent increase in trans-sexual behaviour, male prostitution, and in homosexuality, especially as it was said that sometimes young boys are victims of these acts.

The data show that medical care and medication are available in health centres that are accessible to residents in most communities. However while the service is free to children and adults, it was reported that some types of medication were not always available at dispensaries. The high cost of medication is therefore a challenge to many poor parents and senior citizens.

Lack of support and care for the elderly and for people with disabilities is a common feature that leaves many of the former uncared for and feeling lonely and abandoned. At the same time, while the data revealed only a small number in two communities, there is a growing recognition of and concern for people with disabilities. The link between having a disability and being poor was highlighted because many poor families are unable to provide the care and attention that were necessary, or to afford the cost of such care.

Although many negative trends and undesirable behaviours are visible in every community, there is also evidence of sharing and cooperation among households and neighbours. This suggests that even though people were poor they are willing to share what little they have with each other, especially if they felt that the recipient was worse off than they were. At the same time, in every community there are residents who were concerned about their communities, about what is happening to them, and about what could be done to improve and develop them. This is a positive trend that if encouraged, nurtured and supported with the right kind and amount of resources and technical assistance could well be the basis of community initiatives to alleviate poverty.

7.2.4 Education

There is general agreement about the importance of education and that it is the key to break the cycle of poverty and to helping individuals and households to move out of poverty. However the data show that many of the household heads interviewed have only had a primary education and that few are involved in any adult education programmes either because these are nonexistent or because they had no interest or no time, or did not see such activities as a priority.

At the same time while a significant amount of the national budget is spent on education, and while there are many opportunities for individuals to pursue education up to and including university, it appears that many children in poor households are unable to benefit fully from these opportunities. In spite of the fact that government is providing some children with school meals, uniforms, and school books, a significant number of poor parents are unable to provide their children with food, transportation and school supplies on a regular basis. School attendance is therefore irregular and the performance of several children is far below what is expected.

Lack of financial resources needed to take advantage of opportunities that may available is also the reason why several poor children are unable to benefit from such opportunities. In addition there is a concern about the treatment that some children from poor households experience at the hands of teachers and peers. As victims of ridicule, discrimination and ostracism, many poor students become unmotivated and are unable

to perform, and several drop out. High dropout rates are therefore a trend that is of particular concern in some of the communities.

Consequently because significant amounts of financial and other resources are put into education, and because the expected return on these investments are not forthcoming, these resources are wasted and become a drain on national purse. In order to break this trend, more and different kinds of supporting mechanisms must be put in place to ensure that poor children and adults are able to really benefit from an education that provides them with the attitudes, knowledge and skills that they need to be able to live meaningful and productive lives.

Failure of poor children to benefit from opportunities available in the formal education system not only limits their life chances and their ability to obtain meaningful employment, but it curtails their personal development, perpetuates the cycle of poverty and makes it very difficult for them and their families to move out of poverty. However, better provision of facilitating mechanisms and support systems would ensure greater participation of the poor children in education programmes and would decrease the likelihood of them repeating the cycle of poverty.

Other noticeable trends are the focus and emphasis that is placed on formal schooling and on the education of children, and the lack of attention being paid to adult and continuing education. Since it is the adults who are heads of poor households and who are responsible for sustaining the livelihoods of their families, lack of provision of adult education programmes and low levels of participation in these limit their development and their ability to critically assess their situation and to take actions that are necessary to enable them move out of poverty.

As a result while some poor individuals do have some educational assets, it appears that they have few ideas about how to convert and how to use education to gain economic advantages that would help them to move out of poverty, to gain recognition and prestige, or to enhance their power and increase their involvement in making decisions that affect their lives.

Consequently, if the poor are to be able to make effective use of their education assets, the curricula of current education programmes for children and for adults must be revised and upgrade to teach skills that are relevant and that can be integrated into their everyday lives.

CHAPTER 8

KEY ISSUES FACING ST. KITTS

Analysis of the data from the PPA revealed a number of key issues that must be addressed if poverty is to be alleviated and reduced. All of these issues are critical for understanding the complexity and multi-dimensionality of poverty, and for identifying factors that contribute to, perpetuate, and reinforce its existence and impact on individuals, households, groups, communities and on the country as a whole. Among these issues are the different types, levels and impact of poverty and deprivation, vulnerability and risk, availability of assets and resources, access to facilities and services, sense of well-being and quality of life, gender issues, governance and poverty alleviation initiatives.

8.1 POVERTY AND DEPRIVATION

The data show that there was a common understanding among all of the informants that poverty means being deprived of several things in all aspects of life, and that while they regard deprivation of basic needs as a serious threat to their survival, they are also aware that other deprivations are also contributing to their state of impoverishment.

Severe deprivation of basic needs or of the means to meet these needs is responsible for many not being able to have the resources needed to sustain their livelihoods. Consequently, for many of them deprivation of opportunities to obtain permanent employment or jobs that paid wages that were sufficient to meet their needs, has contributed to their economic impoverishment. They also feel that, because they are poor and have few assets, they are being deprived of opportunities to access and obtain other financial resources from banks and other institutions that offered loans and credit. However, while it would be important to address these economic factors and to provide more opportunities for poor individuals and families to obtain additional financial resources that they need to enable them to improve their situation, the data also show that this alone would not help them to move out of poverty.

In addition to being deprived of basic needs and of opportunities to meet these, the informants identified a number of other deprivations that contributed to their situation. Chief among these is deprivation of other opportunities including opportunities for them and their children to access and benefit from educational programmes, opportunities to access and obtain resources that they needed and that would help to improve their situation and of opportunities to be involved in making decisions about

their communities. For many this means that they have no chance to achieve their dreams and aspirations or to make meaningful contributions to their communities.

It is clear from the data that while there is no shortage of educational opportunities, unless more facilitating mechanisms and support systems are put in place, significant numbers of poor children and adults will not only be unable to benefit from those that do exist but will continue to believe that they are being deprived of them. Many of the respondents regarded land as an important resource but several of them are also being deprived of opportunities either to acquire or to access land and they saw this as a result of unfair practices. To address this issue may require a review of existing land tenure policies and/or the introduction of new policies that would make it easier for poorer individuals to have access to land for agricultural purposes and for housing.

While the data show that very few residents are either involved or participate in community activities, some are concerned about being deprived of a voice, because of the absence of opportunities to participate in decisions about what should happen in their communities. Several are also of the view that even if they were to voice an opinion, because they were poor their voices would not be heard, and that their suggestions even if good, would be ignored.

While there is universal acceptance of the idea of human rights and a general concern about women's rights, some informants, especially the males, are concerned about being deprived of rights, including the right to a voice, to choice and to freedom of choice as well as the right to political freedom and freedom of association. These fundamental human rights are the bedrock of democracy, and while some policy makers may not always be aware of the links between the lack of these rights and poverty, many informants in the PPA feel strongly that they are being deprived of some of their rights because they were poor. Several are of the view that because they were poor they have few if any choices, and that they are not free to pursue activities of their choice; and while several have dreams, goals and aspirations, they feel that the possibilities of achieving these was virtually nonexistent. Poverty and deprivation are therefore violations of human rights and dignity.

The data show that several people are being forced to beg and to depend on others for their survival, and according to them, their dignity as well as their self-respect is being eroded. In addition, deprivation of support, especially for single mothers from their children's fathers, and for many elderly persons and people with disabilities, has also contributed to psychological and emotional trauma, conditions of stress, anxiety,

depression and other mental health problems. The data provided evidence that a significant number of individuals are suffering from these conditions.

The negative psychological and emotional effects of living in poverty and of being impoverished, has affected the sense of well being of many. A significant number have low self-esteem and sense of worth, and lack self-confidence and the motivation necessary to take actions to improve their situation. As a result they experience feelings of helplessness and powerlessness and a sense of fatalism that make them accept their situation and their inability to change it.

8.2 FACTORS CONTRIBUTING TO POVERTY

The data show that the majority of participants believe that the main causes of poverty were lack of money, of job opportunities and of jobs, unemployment, being employed in low-paying jobs, and loss of a job. They also identified other contributing factors including poor housing and unacceptable living conditions, lack of access to facilities and services, few assets and resources, low levels of education and few marketable skills.

While respondents recognise that being deprived of financial, material and other resources contribute to poverty and to their being impoverished, they also identified other factors. Among these are societal structures and systems, inequalities in the society, unfair laws and practices, and the 'government'. It is important to note that it was usually male participants who identified these factors and commented on the ways in which they had contributed to generally reinforced and perpetuated poverty.

Several of the informants do not believe or accept that they are responsible for their impoverishment and many believe that the government was responsible. They understand that poverty is structural and systemic, that the hierarchical structures and systems in which inequality and powerlessness are common characteristics create situations that cause them to be poor and to be at the bottom of the society. They pointed to a class structure that divides people and ascribes higher status to the rich and better off than to the poor; they provided evidence of being overlooked when they applied for resources, houses, land, and loans; they expressed anger about the fact that in their view the resources and wealth of the society are not being distributed equitably. To alleviate poverty therefore requires an analysis of the societal structures and systems that create, reinforce, and perpetuate poverty and deprivation.

Some are also of the view that because of favouritism and unfair practices, government as well as society organisations are contributing to the existence and perpetuation of poverty and that neither was doing enough to assist the poor and needy and to ensure their well being. On the other hand some feel that people have got too accustomed to getting handouts from government and so they make few attempts to help themselves. The challenge for government and NGOs is therefore how to promote and facilitate self-reliance without building and perpetuating dependency.

Low levels and lack of education and lack of marketable skills were identified as factors that contribute to poverty. Several of the young people believe that the education they received was too academic and therefore did not equip them with the skills required by job market. As a result they are unable to obtain jobs that may be available and end up being unemployed.

According to several respondents another factor that contributed to poverty is the existence of single-parent female-headed families with large numbers of children whose mothers are unemployed and who are not receiving financial support from their children's fathers. Some believed that people are not planning their families or making use of the available family planning programmes. It was also pointed that there was poverty in some households from which parents had migrated and left children with grandparents, many of whose sole income is their pension.

8.3 ASSETS AND RESOURCES

Ownership of assets and access to resources can ensure that individuals and households are able to enjoy an acceptable of standard of living and quality of life. The data show that some poor individuals do have assets, but when compared to their non-poor counterparts their assets are usually insufficient to allow them to move out of poverty. Some of the assets of members of the poor households studied could be used and translated into money they need to meet their basic needs, however, doing this might be a short-term measure, deplete their assets and in the long term weaken their position further.

Money is the most important asset for poor individuals and, according to them, lack of money is responsible for their having to live in poverty, and having it would allow them to acquire the resources, including food, which they need to survive. However, for them, avenues to acquire and or access money are few. Unemployed and/or occasionally working for very low wages, and with few other assets that could be used as collateral,

they are unable to approach financial institutions for loans or credit. At the same time while credit and hire purchase are now more widely available, poor individuals are also unable to access this resource. But poor individuals need money urgently and many were of the view that without it their very existence is threatened. Since people will do whatever is necessary to survive, the need for money had driven several people in the communities studied to see illegal activities including crime, drugs and prostitution as alternative sources of income that enable them to sustain their livelihoods.

Ownership of house and/or land was regarded not only as an important asset, but also as an important resource. Consequently while half of the heads of households owned land and one third owned the land on which the house stood, only eight of them had access to land for backyard gardening or small-scale farming. Many of the respondents identified the need for land for agricultural purposes and shared experiences of unsuccessful attempts to acquire land. An analysis of the data on ownership, tenure, distribution and use of land suggests that this is an issue that needs urgent attention.

Food is an essential resource, but nearly all of the heads of poor households admitted that they are unable to provide food for their families on a regular basis and that hunger of family members, especially of children is the norm. The food security of these households is threatened and has implications for the health of household members, including the elderly and young children. The inability of poor parents to provide proper nutrition for their children often means that the latter are unable to attend school regularly, affects their ability to learn and to perform as expected, and to benefit from available educational opportunities.

How and for what available resources are allocated and used also determines which household members will benefit from them. In many of the household studied, assets are owned by individual members and the latter decided how and for what to use them. Information provided suggests that there is a gender difference in the type of resources owned by males and females and in how they use their resources. In many of the households studied, women usually owned furniture and other household goods; a few owned animals; men on the other hand tended to own vehicles and tools. Women tended to use their resources to provide for their children and to maintain the home, but according to them some men spent their money on themselves, and on alcohol and contributed little to the support of families and maintenance of the home.

At the same time it was evident that adults in many of the households have no knowledge of what assets and resources other adult members have. This is evidenced by the number of women who are unaware of what resources their male partners, male adult children or other adult males in the household owned or for what they used these.

Allocation of resources will determine who will benefit from them. According to respondents, age and need are criteria used to decide who will benefit from available resources and there was a general belief that children benefited most from whatever resources are available. However there are a few cases in which the male provider is given priority and served the largest portions of food because he was the male. In such cases the women and children are served last with whatever was left. At the same time, while several respondents said that in their households resources are shared equally, the data show that in multigenerational households, even although there might have been more money and other resources available in other types of households, because resources are seldom pooled, household members do not always benefit equally.

Another asset and resource that poor people have, is the set of skills that they use to survive. Among these are creativity, resource utilisation and survival skills. The data show that poor individuals are very creative and skilled in using a variety of strategies, including identifying and making use of available scarce resources to meet their basic needs and to ensure their survival. At the same time they also use their social capital to cooperate and work with others in their households and community to support and provide assistance to each other. This is evident in several of the communities in which residents share resources like foodstuffs, with those in need, and with those who may be ill or lonely. While many people may not be aware and do not necessarily regard these as assets, the data show that they are critical and have contributed even if only in small ways to improving life of some of the poorer members in some of the communities

8.4 AVAILABILITY OF AND ACCESS TO FACILITIES AND SERVICES

In the absence of adequate and sufficient personal assets and resources, many poor individuals and households rely on and use facilities and services provided by government and civil society organisations. Although facilities and services may be available, the extent to which residents can use them depends on distance, ease of access, hours and time of delivery, cost and quality of service and attitude of the providers. However, some residents identified several constraints in accessing and using facilities and services.

While there are health centres in all communities except in Fig Tree, several residents are concerned about the long wait, the poor quality of service and the unacceptable attitudes of some doctors and nurses. At the same time people pointed out that some health centres often did not have the medication prescribed and that because of the high cost of medication at private pharmacies, they are unable to purchase it and therefore sometimes had to do without. This was of special concern to poor individuals and to elderly persons.

On the other hand, while most communities are also well served with community centres and recreation facilities, many residents are concerned about the red tape and difficulties in accessing the former and about the fact that in their opinion the latter are being underused. It was also pointed out by residents in one of the communities that existing recreational facilities usually cater to males and that there is an absence of such facilities for females.

The existence and availability of day care centres and preschools within all but two of the communities is a trend that suggests that residents understand the importance of the development of young children. They are also a response to the need to provide working mothers, some of whom may be working at more than one job, with a safe place to leave their children.

Government and civil society organisations provide facilities and are vehicles through which services are provided to community residents, and community development programmes are implemented. From the information obtained, while some of the respondents appear to be satisfied with the facilities and services provided by the government, others in some of the communities are of the view that except for some of the churches, more of the civil society organisations should be offering and providing services and doing more to assist people in need and to help develop their communities.

8.5 VULNERABILITY

The data show that because of some of the conditions under which poor individuals, poor households and certain groups are living, they are vulnerable. This is so because they may have to depend on others for their livelihoods, they often have to take risks to survive, and they are usually unable to respond to threats, shocks, crises and emergencies that threaten their livelihoods. Respondents generally agree that poverty causes vulnerability and that vulnerability of individuals, households, groups and communities is a phenomenon that results from poverty. The data clearly show the

factors that contribute to vulnerability and they provide evidence that some groups including children, single mothers, youth, and the elderly are more vulnerable than others because of age, disability, gender and social status, and that many poor households are susceptible to but are often unable to cope with crises or emergencies, or to recover from shocks. In addition, all of the communities studied are vulnerable because of the likelihood of being struck by natural disasters, and of experiencing environmental degradation.

Data generated during PPA activities show that individuals who are poor are also vulnerable because they are often hungry, do not have the resources to deal with sudden illness, may have to take risks in order to survive, or may have to depend on others for their livelihoods. The livelihoods of poor individuals are therefore not sustainable because they do not have the assets, or the financial, material and other resources that would enable them to meet their basic needs, to deal with emergencies or crises, or to cope with or recover from shocks.

At the same time age, illness and disability were seen to be responsible for the vulnerability of children, elderly persons and those with a disability. Information from respondents provides evidence that children, the elderly and persons with disabilities are particularly vulnerable and because their needs are not always met, many are living in poverty.

Several of the poorer respondents are of the view that they were vulnerable, because in order to survive they have to take risks, are discriminated against, and are easily exploited. Analysis of the data reveals that certain of the coping and survival strategies employed by some poor individuals, households and groups make them susceptible to risks that threaten their health, sense of security, and sometimes even their lives. They also experience shocks and face crises, including changes in national economies, such as the closedown of the sugar industry, which they are unable to deal with or overcome. According to some, the chance of losing a job means living on the edge and at the risk of falling into poverty, as it can cause some who are not poor to become poor and some who are poor to become poorer. At the same time, when poverty and deprivation are persistent, many persons are so overwhelmed with their condition that they simply may not have the motivation or confidence to take the actions that are necessary to improve things, and so they accept their situation. There were several instances during the various activities where these sentiments were expressed.

Some respondents also said that they are concerned about the negative effects of being shunned and excluded from participating in societal processes. A few male respondents were of the view that the amount of attention being given to women is an indication of gender inequality that excluded men and prevented them from participating in some aspects of community life. Being excluded prevents those excluded from accessing resources and services they need to ensure their survival and it limits opportunities to participate in productive activities. Exclusion results from stigmatisation and causes marginalisation, loss of status, power and self-esteem, and ultimately in a loss of a sense of belonging. Information obtained from some of the respondents provides evidence of exclusion and the ways in which its negative effects has impacted on the lives of several of the poorer people in the households, groups, and communities studied.

In addition to exclusion, respondents were also of the view that they are vulnerable to discrimination, including discrimination because of political affiliation. Several provided examples of being discriminated against in their attempts to acquire a job, a house or some land when others better placed were granted these resources, and of being denied because of their political affiliation. There were also examples of being discriminated against because of the stigma of being poor or of living in a poor community, and several expressed concern about the existence of this in some schools.

8.6 GENDER

Poverty is gendered because males and females experience poverty differently, become poor through different processes, and because the effect and impact of poverty is not the same for males and females. Consequently, while disaggregation of data by sex provides quantitative data on poor males and poor females, this alone is insufficient to examine their different realities or to identify the gender issues that must be addressed in poverty alleviation programmes. Qualitative data provided by the PPA are therefore not only important, but they are critical and essential to provide insights into and to increase understanding of the realities of the lives of poor men and poor women.

Within the PPA, separate focus groups discussions with males and females provided opportunities for them to articulate and reflect on their experience of poverty, to talk about its impact on their lives, and to share information about the challenges and risks they face and the strategies that they use to sustain their livelihoods and those of their families. The information provided during these discussions show that there is a definite relationship between gender and poverty. It also provides evidence that although there are some similarities in how males and females experience poverty, in its effects on

them, and in the strategies they use to sustain their livelihoods, there are also significant differences. In addition information provided also shows how societal structures and institutional arrangements perpetuate gender inequalities, gender discrimination, and the unequal distribution of power and other resources among males and females within households, in the labour market and in the wider community.

An analysis of the data show that males as well as females believed that gender inequality was a factor that contributed to poverty and to their having to live in poverty because opportunities and resources were not being distributed equally between males and females.

Several males pointed to existence of structures, systems and institutions that in their view discriminated against men, including the judiciary, and the Department of Gender Affairs. One single-parent father was particularly concerned that whereas his attempts to receive assistance and support from the latter were unsuccessful, several single mothers had been successful in similar attempts to do so. Some other men were convinced that in dealing with child support and maintenance cases, the courts are biased in favour of women. At the same time several women pointed out that in order to ensure that they can give their children what they needed, they are obliged to use the courts in order to ensure that their children's fathers provided them with some financial resources.

Analysis of the data also shows that the labour market is segregated along gender lines and that males who were employed or who did odd jobs are usually working in such areas as construction, mechanics, car washing and other jobs that are traditionally seen to be male. On the other hand, females are working in hotels, as clerks or cashiers in supermarkets, or as hairdressers. At the same time while many poor males as well as many poor females are unemployed and unable to get a job, and while some of both are working in low paying jobs, several women were of the view that males have more opportunities and greater access to better-paying jobs, and that they get treated better on the job. This has implications for women who are solely responsible for meeting the financial needs of members of their households and whose income alone is insufficient to allow them to move their families out of poverty.

Males and females also employ different coping strategies. While it is more likely for the former to do odd jobs and to become involved in illegal activities, crime and drug trafficking, the latter were likely to be involved in domestic and service-type activities like vending, and hair braiding. At the same time males as well as females are sometime

obliged to become involved in activities which, while providing them with an income can put them at risk. The involvement of young men in gangs, crime and drug-trafficking, young women in prostitution, older men and women working as security officers, women in night work, are activities that expose them and threaten their security. At the same time in some workplaces women are exploited, subjected to lack of respect and sexual harassment, overlooked for promotion or dismissed from their jobs if they do not respond to sexual advances of their bosses.

Poverty also determines the extent to which males and females are able to perform their gender roles. Poor men consistently commented on how poverty eroded their manhood and emasculated them, devalued them in the eyes of their male friends and their female partners, and on how it affected their ability to be the breadwinner and to provide for their families. They gave examples of their inability to feed their children, to send them to school regularly, or to finance their higher education. However several were quick to point out that contrary to some popular perceptions, all men are not bad, that several do have the welfare of their families at heart, but that poverty was responsible for what sometimes appears to be irresponsibility.

The data show that there is no adult male in many poor households and this can be taken as an indicator of the level and severity of poverty being experienced by such households. However there is also evidence that the presence of an adult male, even one who is employed does not necessarily translate into support for the household, because some men spend their money on activities like gambling or alcohol, or because they may be trying to support more than one family.

Women on the other hand, shared their experience of the ways in which poverty increased the burden of responsibility as they attempt to perform their roles as homemaker, caregiver, and maintenance manager of the household, especially in the light of scarce resources. Most of the women, especially those without partners shared their experiences of being solely responsible for meeting all of their families' needs. In terms of division of labour, and while in the focus group discussion with men, some of the men said that they were involved in childcare, did household chores, and helped in managing the home. In many of the households studied, few males if any, did any of the housework or were involved in childrearing and childcare. Consequently, females of all ages were left with the responsibility for childcare and childrearing, for taking care of older members of the family and for managing and maintaining the household.

Gender relations are based on and influenced by beliefs about masculinity and femininity as well as by societal expectations of male and female behaviours. However poverty also affects gender relations, sex and sexuality, mating and fertility patterns. In many of the households interviewed, visiting and common-law relationships are common. There is also evidence of relationships between older men and young women and of serial relationships in which males and females had had relationships with several partners, many of which had resulted in women having children from one than more man. In fact one woman regarded this as an economic strategy, to ensure that she could obtain financial resources from one or all of the men and be able to provide for her children. One of the mating patterns about which some persons have a concern is the existence of a few same-sex relationships.

Information provided by some female heads of households indicates that in some relationships abuse of women and domestic violence are common features. According to some, being poor or being in a relationship with a poor man often creates situations that lead to arguments about money and other scarce resources and about how males were using these. These arguments usually begin with verbal abuse but ended in violence. Some of the interviewees who had themselves been victims of domestic violence blamed this phenomenon on their partner's frustrations and excessive use of alcohol.

Identification, recognition and understanding of gender issues are important for understanding the gendered nature of poverty and the different ways in which poor males and poor females perceive, experience, and cope with poverty, on how each group is affected by poverty, and on the ways in which it impacts on the quality of their lives and their sense of well being. Consequently, if poverty alleviation policies and programmes are to be effective and to achieve their objectives, it is essential that a gender analysis be done of poverty data generated by quantitative as well as by qualitative research methods. Additionally, in order to meet the specific needs of poor males and of poor females, pro-poor policies and programmes must take gender differences into consideration and be based on gender-specific data.

8.7 GOVERNANCE

During all of the PPA activities, participants in every community commented on political activity and on government's role either in contributing to poverty or in trying to alleviate it.

According to several residents, many of whom provided examples, there is a trend that political beliefs, affiliation to a particular political party, and political status results in benefits to party supporters; they also result in discrimination against non-supporters. Some reported having constantly to beg Ministers of government for favours, especially in times of need, and having been constantly refused assistance. The existence of these trends was seen as evidence of unfair treatment and of exclusion that put non-supporters at a disadvantage, and denied them the right to associate freely and without fear.

Many of the participants were also critical of government. Some accused it of unfair policies and practices, of discrimination, of insensitivity to the plight of the poor, and of being responsible for the poverty that exists. Many believe that these trends are indications of ways in which the government takes advantage of, exploits and deprives poor individuals of their rights and of opportunities to earn a living and to improve their situation. They were of the opinion that there is also a trend that shows that opportunities and resources are not being distributed either equally or fairly, and to support this, they identified instances in which they were overlooked for better-off persons, and for some foreigners who were given preference to obtain jobs and land.

Land distribution and use were of particular concern to participants and several were angry that agricultural land was being diverted to hotel development. They saw this as a removal of an important resource from the reach of ordinary people, one which in their view should remain in agriculture and on which significant numbers of people could depend on to sustain their livelihoods.

Another example of poor governance identified was lack of transparency. The implementation of changes that followed the closing of the sugar industry was cited by many as an activity that left many questions in the mind of persons who formerly worked in this industry. Moreover several participants identified several repercussions and the negative impact on individuals and households whose survival had depended on this industry. Some believed that in addition to displacing large numbers of former sugar workers it had caused many of them to become poorer, and that it had increased the number of unemployed persons and poor households in the country. In addition a large number of the former sugar workers felt that they either had not been treated fairly or compensated adequately. At the same time several people pointed out that the diversion of land formerly under sugar cultivation to hotel development was not only misuse of a valuable resource, but that it limited ordinary people's access to land for agriculture, small farming and backyard gardening.

Accountability is another indicator of good governance, but some participants questioned whether the government was being accountable. Some were of the view that the government had no conscience, that there were few opportunities for people to share their views or to have an input into decision making, and that if they did, their ideas and decisions would not be considered. Several people also believed that it was useless to appeal to people in high positions because those in power and leadership positions either were not interested, or would refuse to listen or to pay attention to their requests or suggestions.

In term of government's role in poverty and poverty alleviation, it was felt that government had not only contributed to but was perpetuating poverty because of existing structures, systems, procedures and programmes that excluded the poor. Many therefore blamed the government for their having to live in poverty, and are of the view that it was the government's responsibility to provide them with whatever is necessary to enable them to move out of poverty. However this approach could contribute to greater dependency and prevent the development of self-reliance which is one of the positive outcomes of good governance.

On the other hand, some males as well as some females strongly believed that the "system" is organised to keep some people poor, and to deprive them of any chance to move out of poverty. However, while analysis of the data does show that government in its efforts to alleviate poverty has implemented some programmes and projects in several communities, many of those who participated in the various PPA activities either were not aware of these or felt that they had not benefited from them.

Since another indicator of good governance is effective two-way communication between government and citizens, it is important for government to ensure that its pro-poor programmes and projects are based on, and respond to, the specific needs of particular groups, and to keep community residents informed about programmes and projects that it plans to implement in their communities.

SECTION III

FINDINGS FROM THE INSTITUTIONAL ANALYSIS

This Section documents the operations of institutions functioning in St. Kitts. In sum, representatives of 52 institutions were interviewed. These institutions comprised of governmental institutions, private sector organisations as well as non-governmental organisations.

The information gathered from the interviews has been used in assessing the effectiveness of those organisations in reducing poverty or in adding to the quality of life of the resident population. The institutional analysis complements the information generated from the Survey of Living Conditions and Household Budgetary Survey (SLC/HBS) and other data that generate more quantitative information on poverty. Moreover, there is the information and perspectives that derive from the PPA, which provides insights on the feelings and views of people in communities as they confront their reality. The reconciliation of information drawn from the different sources and with the use of different instruments creates its own challenge.

CHAPTER 9

INSTITUTIONS IN THE ECONOMIC SECTOR

This section documents the operations of organisations functioning in the economy of St. Kitts. The issue faced here is the extent to which they contribute to the improvement in living conditions of the people of St. Kitts and to the reduction of poverty in the context of the crises that St. Kitts in particular and the country in general have had to confront, including but not limited to:

- The large debt burden of the country;
- The closing of the sugar industry;
- The decline in the competitiveness of the light manufacturing sector;
- The difficulty in diversification beyond tourism and financial services in creating new sources of foreign exchange earnings.

9.1 AGRICULTURE

For most of its history, Agriculture in St. Kitts has been associated with sugar production. While there had always been small scale agriculture practised by small farmers, in some cases on the lands under the control of the Sugar Company. Sugar production was by far the dominant agricultural activity on the island, whose earlier incorporation into the international economy was as a producer of sugar for the British colonists that occupied the island.

It could be argued that the sugar industry of St. Kitts was in secular decline since the 19th century. The early 21st century found the sector in precipitous collapse. Having passed into state control, there was the inherent challenge of the divide between principal and agent that prevents most state enterprises from operating with efficiency norms as the standard. The protection for sugar that the country would have enjoyed had been eroded by the new rules in world trade.

Secondly, technological improvements and scale economies in some competing countries, eg. Australia, and other comparative advantages enjoyed by others like Brazil and Thailand, resulted in their being able to remain viable even though prices might have been low, stagnant or even falling in real terms. Once efficiency of these countries allowed for supplies to arrive in the market place at costs well below market price, they could out-compete a country like St. Kitts which had long become a high cost producer.

With due deliberation among all stakeholders, the decision was taken to close the industry in St. Kitts.

In the last half century, there are a number of countries that have put in place mechanisms for measures to treat with the decline and death of sectors that can no longer compete in international markets. The United States, for example, has over the last forty years, employed trade adjustment mechanisms and developed relevant institutions to allow for the orderly winding down of sunset industries.

A major issue for country is how well its institutions involved in agriculture were equipped to manage the transition out of sugar and the allocation of resources released by the sugar industry to other productive activity. Given that this was the most momentous decision in the history of the political economy of St. Kitts, it is inevitable that its institutional infrastructure has to be assessed by the capacity it displayed in the face of the challenge.

9.1.1 Ministry of Agriculture

The Department of Agriculture in the Ministry of Agriculture was expected to play a pivotal role in the new thrust in agriculture following the closure of the sugar operations, but there were a number of other organisations that have participated in complementing the initiatives of the Ministry. Some of these are external organisations, and include:

- FAO;
- Caribbean Agricultural Research and Development Institute (CARDI);
- IICA;
- Technical Mission of the Republic of China on Taiwan;
- UNECLAC.

The FAO had supported a study preparatory to the earliest plan to manage the post-sugar scenario. It was expected that about 3,000 acres would have been released to new production on the closure of the sugar industry. It was projected that peanuts and sweet potato would have been the main crops initially with the quantum to be set in keeping with the absorptive capacity of the market. Also, at least 100 farmers were expected to be available, and at least 300 acres would have been allocated to them. These were the broad objectives of the Ministry of Agriculture, according to its personnel.

However, it has been difficult to find 100 farmers. The would-be farmers do not seem to have been attracted by the opportunities that emerged in agriculture. There are a few of the ex-sugar workers who are into own account agriculture for the first time. They seem unable to manage acreages in excess of one half of an acre. Neither was there evidence that of Guyanese ex-sugar workers remaining in agriculture.

Given the lack of uptake by small farmers, it is understandable that it has become necessary to provide leases to bigger farmers, some of whom have got into the production of vegetables, onions, carrots, water melon and sweet potatoes. One of the difficulties that production of these crops has faced is the absence of an irrigation infrastructure. There may be no more than about six or seven farmers engaged in production with irrigated lands. They have been able to corner particular markets – hotels and supermarkets.

The Ministry of Agriculture has found itself in an invidious situation in respect of the lands that are no longer in sugar. Moreover, there seems to be a lack of articulation between Agricultural Policy and other policies of the Government, the lack of insistence of backward linkage of tourism to agriculture being one example. The situation in the area of livestock was marginally better. Abattoir upgrade had been undertaken. However, there were still gaps in the infrastructure limiting the potential for meat production and the satisfaction of domestic demand from local sources.

There is a problem in respect of land use. There is a Land-use Committee, but oversight of it rests with the Physical Planning Department of the Ministry of Sustainable Development and there had not been a full elaboration of a plan for the lands. If anything, there seemed to be greater effort allocated to identifying lands for tourism projects than for agriculture. Thus, while some lands had been approved for agriculture, distribution had been slow and bureaucratic, leading to frustration on the part of would be agriculturalists. It was expected that ex-sugar workers would have been high up in the queue for the distribution of lands. However, the machinery to recover lands not being used by ex-sugar workers and others is not very clear.

Also, the matter of alienation of lands out of agriculture into tourism projects including golf-courses, and the distribution of lands between large and small farmers needed to be resolved. The Ministry of Agriculture found itself with the responsibility of relocating farmers to make way for tourism projects.

The failure to treat actively and expeditiously with the land has had another negative impact. With the closure of the Sugar Company, the infrastructure that was maintained by it, was left to deteriorate, with the result that roads were being washed away, and were becoming overgrown. Lands that might have remained in agriculture were being denuded with permanent negative effect on their productive capability.

The Ministry witnessed all the difficulties of transforming mono-cultural agricultural production to viable and productive agricultural enterprises, involved in a diverse range of crops. Firstly, the sector was not able to attract young people. There were too few demonstrable examples of success to elicit interest on the part of young people. Sustainability was likely to be a problem, if there was an absence of young people in the sector.

Secondly, given the small size of the country, there was likely to be the challenge of diseconomies of small scale, which does not augur well for the country, in the context of open market conditions, which allow in imports from highly competitive agricultural systems. Firm and clear political commitments would be needed to provide comfort to farmers who would find difficulty in competing with imports.

The Government could not escape the responsibility for deciding the extent to which it would go in encouraging a minimum complement of people to remain in agriculture on the basis of their having sustainable livelihoods.

In effect, there is a feeling among officials at the Ministry of Agriculture that while the island of St. Kitts still offers opportunities for food production and for some level of food security, initial signaling in the post-sugar dispensation has not been auspicious.

The Agricultural Sector can make a contribution to the improvement of the quality of life of the some sections of the society, and to poverty reduction, but there will be need for coherent policies and an incentive system to create the image of a sector that can provide decent incomes for those who elect to participate in it.

9.1.2 Fisheries Department

The Department has oversight of the Fisheries Sector in the country. At the time of the interview, it was involved in the preparation of a long term management plan for the industry using a participatory process. A stock assessment needed to be done, especially since most of the information on stock was anecdotal. Conch and lobster were important

in the fisheries of the country and it was critical to establish sustainability. There was also need to have documentation on the all other fish species of economic value to SKN as well as information on the movement and nesting of turtles around the islands. No assessment had been conducted for 15 years. While in the view of the Department there was no major poaching problem, the country was at a disadvantage because it had limited maritime space.

There are 11 landing sites on St Kitts and eight in Nevis. The five main landing sites in St Kitts were East Basseterre, West Basseterre, Old Road, Dieppe Bay and Sandy Point. The two main land sites in Nevis are Charlestown and Jessups. The fishers were generally poorer people, with limited educational attainment and over 40 years of age. There was a mix of part-time fishers and fulltime fishers, the former engaged in supplementing their income from another source: part time fishers use the sea as a bank account and would only go fishing when they are in need of additional cash. Altogether, there were about 160 fishers involved.

However, in recent times, a few younger people had entered the sector, with a business-like approach, and were responsible for 'catch to dish' operations which included catching and supplying fish to restaurants. This is the kind of development that the Department has sought to encourage. It is necessary to promote entrepreneurship in the sector.

By and large, fishing generally remains a traditional activity. Net fishing is no longer a common type of fishing method and so reportedly there are now about five net fishers in St Kitts. These fishers tend to be the older fishers who have a tradition of net fishing. Net fishing requires a large number of persons to bring the catch ashore, usually between 20 and 30 persons, and the initial investment in net fishing is high.

Fishers are organised in cooperative societies for the most part, and the Department collaborates with these societies in organising meetings among them. The Department runs training programmes from time to time, but is the younger fishers who seem disposed to put what they learn into practice. Training programmes are usually sponsored affairs, almost always with the support of external funding like the Japan Development Agency. With the appropriate investment, in education and training and in equipment, it is possible for good livelihoods to be secured in the sector, assuming that sustainability can be established.

The following are the challenges in the fishing industry, including:

- Limited maritime area means limited fish resources in the jurisdiction;
- Large expense involved in monitoring and surveillance;
- Difficulty in enforcement of restriction on sizes of fish that can be caught;
- Information base limited so sustainability remains an unknown factor.

The Department works closely with the Coast Guard, the Police, the Departments of Customs, of Health, and the Environment and the St. Christopher Heritage Society.

9.1.3 CARDI

While CARDI is to all intents and purposes a regional institution operating in the Federation, its long involvement in agriculture in the country and its close cooperation with other agencies have rendered more akin to a domestic institution of the country. It has worked closely with the Ministry of Agriculture and the Chinese Technical Mission. Thus, the perspectives of its personnel on the state of agriculture in the Federation are informed by its familiarity with conditions on the ground.

It has spearheaded the adoption of appropriate selections of sweet potato for conditions in St. Kitts. CARDI has explored possibilities for both white and sweet potato, and as well for a host of vegetables, and hot peppers. It has also examined the possibilities open in the livestock area – dairy, mutton, pork and poultry.

CARDI's personnel have been concerned about the thrust of development to date in the post-sugar scenario. While there may be need to qualify the suggestion that investment in small farmers contributes to alleviating poverty, it would be rash to discount the possibility of a viable agriculture, albeit with large scale farming. Their perception is that most of the sugar lands have been earmarked for other activities, and agriculture does not seem to figure prominently in official priorities at the highest levels.

In sum, while there are possibilities open to the country to diversify and maintain a viable agriculture, personnel in the key facilitating agencies have not been overly sanguine that the country is being effectively geared to realise to the fullest the potential that exists. However, it is possible that the escalation in the prices of food imports in the latter part of 2007 and in early 2008 might have focused thinking and galvanised action.

The development of a diversified agriculture with production geared to satisfy domestic markets under competitive conditions is not a simple task and involves R&D, S&T, marketing, and a highly facilitative infrastructure within Government.

9.2 BUSINESS AND ENTERPRISE

Central to Government Strategy and Policy of St. Kitts and Nevis has been the creation of an environment for the development of a dynamic private sector on which the growth and transformation of the economy can be promoted. Foreign capital in particular took advantage of the establishment of the industrial estate in Basseterre and created substantial employment, and exports, which resulted in the diversification of the economy in the latter half of the 20th century.

Technological changes and globalisation radically have transformed the international division of labour since the late 1980s, with negative consequences for St. Kitts. There are still a number of firms involved in production for export at the industrial estate, but export-processing is a pale replica of what was at the beginning of the 1990s. The main efforts of the Government in this regard, have been to promote new enterprises, consistent with its Adaptation Strategy. During the period 2007/2008, the thrust in this direction was emerging, but there had not been major examples of firms seizing the opportunity.

9.2.1 Ministry of Industry, Commerce and Consumer Affairs

Essential to the strategy of stimulation of business and enterprise of the Government has been the promotion of SMEs. The Ministry of Industry, Commerce and Consumer Affairs has been the key agency in this policy design. Through technical assistance secured from the Government of Mexico, the Ministry has collaborated with the University of Hidalgo State in Mexico in the establishment of incubators to assist small businesses in St. Kitts. There is also provision for R&D support for the incubators.

Another initiative in respect of SME development for locals has been the stipulation that in respect of all businesses being established at Fort Zante, there must be at least one local business in each type of business activity.

The Ministry is sensitive to the need to allow openings for domestic entrepreneurs to emerge and to grow at the same time as it seeks to provide a welcoming environment to foreign capital to establish and expand in the Federation.

Another area in which the Ministry has had to intervene and which has some impact on the lives of ordinary citizens relates to the introduction of a level of price control on essential foods in the face of the escalation in prices in 2007. It has employed a mix of initiatives, consisting of moral suasion, the setting of mark-ups between landed prices and final prices and downward adjustment in duties and other taxes that the Government imposes on imports.

9.2.2 Development Bank

The Development Bank established in 1983 by the Government is the source of funding for enterprises seeking loans in excess of \$15,000. It onlends money from the Treasury and the Social Security Board, the Caribbean Development Bank and the European Investment Bank. It has also sourced funds from the Bank of Antigua which is a subsidiary in the Stanford Group of Companies of Antigua: these funds were given to the Government as grants. Its rates are below commercial rates and loans are granted for a maximum of seven years.

The Bank has supported entrepreneurs entering the fields of Tourism, Agriculture, Agro-Industry and Manufacturing and also persons engaged in viable self-employment as for example, landscaping, taxi services and commerce. There has been an increase in the number of Kittitians seeking to become entrepreneurs, and as new enterprises from abroad have entered and arrived in the island, locals have become more ready to take up the challenge. According to officials of the bank, many more are committed to business development than was the case in the past. SMEs are more in evidence compared to what obtained ten years ago, and business is no longer the preserve of such firms as Horsford Company and Trade and Development Company.

Not only does the Bank provide access to finance. In recognition of the problems and challenges forced by new entrants business and by a population lacking a business and culture, the Bank has established the Business Development Support Centre to provide training, technical assistance and extension services for small business people. This has helped them to acquire knowledge in business plan preparation, marketing, cash flow management inventory and cost control and customer relations.

The Bank has a special arrangement for workers in the public services, that affords them access to funding of automobile purchases, land purchases and acquisition of appliances. In the case of illness, they can secure loans to meet medical expenses. The institution has also been instrumental in the onlending of funds from the CDB for

Student Loans. The Management of the Bank considers that its various initiatives have contributed immensely to the improvement in the quality of life of the population.

The Student Loan Programme has contributed to human resource development in the Federation, with many accessing this facility to secure tertiary education and other training. On completion of their studies, graduates have ten years over which to repay these loans. To the extent that there has been targeting to this facility to the poorer students, the programme would also have contributed to improving social equity, by allowing lower income individuals to access an important channel of economic and social mobility.

9.2.3 Small Enterprise Development Unit (SEDU)

Pivotal in the Government's role in the promotion of SMEs is the Small Enterprise Development Unit (SEDU) which falls under the jurisdiction of the Ministry of Industry, Commerce and Consumer Affairs. The Government secured initial assistance for the Small Enterprise Development Unit (SEDU) from the Tiawianese Government which was the source for a Revolving Fund. It was found that the demand for loans was much in excess of the supply of funds, which was indicative that there is some reservoir of untapped entrepreneurship.

Small Enterprise Development Unit (SEDU) provides two types of services to its clients. It provides loans at attractive rates (11 percent in 2007), and seeks to train clients in the use of funds and in running of a business through workshops. Small Enterprise Development Unit (SEDU) has developed a programme specifically targeting youth to encourage young people to become involved in small businesses and to realise their potential through enterprise.

SEDU is housed within the Development Bank, and its officers work closely with the staff of the Bank. This has facilitated a division of responsibility in the treatment of applications for loan. The Small Enterprise Development Unit (SEDU) provides loans of up to \$15,000 with the Development Bank serving applicants seeking loans in excess of this sum. The Small Enterprise Development Unit (SEDU) has assisted large numbers to set up cottage industries and micro businesses and its portfolio in the Revolving Fund stood at \$2m in 2007.

9.2.4 St. Kitts Cooperative Credit Union

This Credit Union is a significant source of credit in St. Kitts and has a membership of over 9000 persons. While its base consisted mainly of public servants when it was founded, it has expanded its bond, and now is a more general credit union serving the population of St. Kitts mainly.

In addition to consumer loans and mortgages which are the main services sought by members, the Credit Union offers credit for a range of small business activities. In the more recent past, many of these loans have been for taxis and buses, and there is gender balance in the applications. Many of the small businesses being established are side-line projects of employees and the repayment of loans is usually made through salary deductions.

The Credit Union has on occasion, accessed resources from the Development Bank for onlending to its members for business purposes. There is also collaboration with the National Bank, the local indigenous bank, which has allowed the credit union to operate a chequing account affording it a user friendly environment for its clientele.

It is also sensitive to the need to upgrade its technology to remain competitive and has introduced on-line services and ATM services. The Credit Union has been able to control delinquency, largely through social control as bad payers are likely to become known to the community at large.

While the people of St. Kitts may not display as good a saving habit as Nevisians, the growth of the credit union over the 25 years of its existence suggests an increasing commitment to save. Moreover, its recent initiative to provide mortgages to its membership for home ownership, would assist some number of its members into an important equity investment.

9.2.5 Dieppe Bay Fishing Cooperative

This Cooperative was established about 20 years ago, and had a membership of over 50 members at the time of the interview. While membership was high, attendance at meetings was low.

There were about 18 boats/pirogues (which are small boats between 16 feet and 22 feet) in the area. Fishermen tended to equip their boats with one 40 horse power engine.

The organisation had its own building constructed with outside assistance and the monthly contribution of fishermen. At the time, fishermen put money together to buy building material.

The fishing grounds were located near their community. Usually customers would come to the cooperative to buy fish. The clients included restaurant owners and hoteliers who came to purchase fish and lobster. Excess fish would usually be stored in the cooperative's freezer which does not function at the time. However the financial constraints of the cooperative made it impossible to replace the freezer.

The age of members ranged from 28 year to over 60 years. Of the 20 who come to meetings, most of them are part time. Some initially worked in the construction industry in order to qualify for loans and eventually stayed there once it was realised that the industry was more lucrative than fishing.

The initial investment in fishing could be high. It was reported that the average cost of a 25-foot boat ranged between EC\$20,000 (one engine) and EC\$36,000 (two engines). The larger the boat, the further fishers can go. Fishers normally spent 12 hours at sea working mainly at night.

The main methods of fishing included line fishing, fish pot and net fishing. There are only for net boats in whole of St Kitts. Net fishing is used more by older fishers while the young fishers tend to do line fishing and a few use fish pots.

The main difficulty faced by the Cooperative is the decline in enthusiasm of the membership, reflected in lack cooperation among members, and the decline in the events that used to be hosted by the cooperative.

Actions by the cooperative were mainly in response to a crisis. Meetings would normally be held only at times when there were problems. The future of the cooperative did not seem assured, given that it had not been able to attract youth into its ranks.

9.2.6 Foundation for National Development (FND)

The Foundation for National Development (FND) is another institution involved in credit to the small scale sector. FND is an independent, community based, non-profit institution that was established in January 1985 and became fully operational in July 1985 with the assistance of USAID, and has had support form Canadian International

Development Agency (CIDA). In other words, it represents the support of the international community for the promotion of Micro, Small and Medium-Sized Enterprises (MSMEs). It contributes in the two areas normally undertaken by such agencies:

- Provision of loans to small businesses
- Training and technical assistance to recipients of loans

Once it was institutionalised in the economic and financial structure of the country, the international support was reduced. FND has come to rely more on funds from the St. Kitts and Nevis Social Security and the local Development Bank in securing resources for onlending. Other sources of funding include loan interest, income from other services and fundraising and fees for contracted projects assignments.

Significantly, at least one third of loans in recent times have been made to women. They tend to repay much better than men. Women tend to seek loans for retail operations and for hair dressing. Men have been more likely to seek loans for trucking. Most borrowers have tended to be middle-aged people.

There have been periods in the more recent past, when the sustainability of FND was in doubt. However, a recent new injection of resources would allow it to cater to a clientele mainly of lower income people.

9.2.7 Central Marketing Corporation

The Central Marketing Corporation (CEMACO) was established in 1975, with the objective of providing a market for the produce of farmers. It was felt that it would help in the modernisation of the Agricultural sector. Very quickly its functions evolved to include the marketing of grocery items. Whenever there were scarcities of basic food items in the domestic market, CEMACO would source from regional and international sources to ensure that supplies were available to the population at reasonable prices.

The agency was involved at both the wholesale and retail levels, and operated two major supermarkets. While initial funding was required from the Government, it was basically self-supporting and had been able to maintain profitability. One of the challenges that it faced had been in controlling theft from within. At one point in time, some fifty persons were employed. The wholesale business was the more lucrative side of the business.

The retail sector is also more competitive, and it might well be that CEMACO had not invested in the type of systems to control theft and inefficiency in the retail operations. The farming community and the general public remained the primary clients of CEMACO.

The future of CEMACO had been uncertain for some time even while it was deemed to be profitable by its management. The reorganisation being done on the public sector had resulted in CEMACO being placed on top priority for privatisation. The Government sought to encourage the staff to undertake a buy-out of the operations, but the vote on that score among staff did not secure the 50% support that would have been required. It seemed that there was not enough interest among the staff in the development of a cooperative or some other corporate structure within which the staff could retain CEMACO as an ongoing business operation.

The operation continued in a state of limbo as far as the management is concerned as this popular form of state intervention of the two or three decades ago no longer found favour, especially among the IFI's which promoted the idea of first and second generation reforms. Given the debt crisis that the country has faced especially against the long standing subsidy of the Government for the sugar industry, it was unlikely that there would be much enthusiasm at the official level for the Marketing Board. CEMACO was officially sold to a private sector firm on August 01, 2008.

9.2.8 The Chamber of Industry and Commerce

The Chamber has been in operation for some 58 years. Its primary function is to engage in advocacy and in the provision of assistance to businesses. It sees itself as representing an independent voice in the examination and discussion of the economic and social affairs of the nation. While the Chamber represents a wide range of interests in St. Kitts and Nevis, most of its membership derives from small and medium sized businesses. It engages in advocacy on their behalf. It seeks also to encourage its members to comply with labour standards and to contribute to the maintenance of good industrial relations.

It is financed by subscriptions of its members, and can afford only a small staff. However, its affiliation to a number of regional and international agencies - the Caribbean Association of Industry and Commerce, the International Labour Organisation, the Caribbean Employers' Confederation, and the Centre for the Development of Enterprise allows it to access information and provide same to its membership.

The establishment of a National Entrepreneurial Development Division under the Ministry of Industry, Trade and Commerce is a welcome development. In the view of the Chamber, critical to the development of SMEs are the upgrading of the St. Kitts of the work-force, improvement in attitudes to work, and the stemming of crime in the society.

One of the major roles that the Chamber sets itself has to do with advocacy vis-à-vis the Government. In that regard, land distribution, conservation and alternative energy, the increase in crime, the introduction of a new minimum wage, legislation for SMEs are a few of the areas of particular concern to the Chamber as evidenced in its most recent report.¹

9.2.9 Larger Scale Corporations

There are a few larger enterprises that dominate the commercial and distribution landscape of St. Kitts. Two of them stand out – the Trade and Development Company (TDC) and S.L Horsford Company. The former was formed as a public company following the absorption of assets of a family-owned business that had been in operation for some time.

The second was founded in 1875, and became a public company in 1990. Together they employ about 1200 workers, which in a population of under 50,000, make them significant employers in St. Kitts. They are relatively diversified with interests spanning Distribution, Finance, Insurance, Tourism and Real Estate. Shares in TDC are reputedly widely held among the population. Both have displayed a willingness to adapt to changes taking place in the economy of St. Kitts and Nevis.

As important investors in the economy, their perspectives on the business environment of the country are a signal about investment prospects faced. The debt burden of the Government has been an area of concern for these firms, and for other larger corporate interest. By maintaining the sugar industry well beyond its capacity to break even, the Government might have saddled the country with an albatross, which has had an impact on corporations, in so far as the Government has to seek additional revenue for debt service. The firms are sensitive to the crowding out effect of Government in the

¹ Chamber Private Sector Report, 2008.

[http://www.stkittsnevischamber.org/Docs/2008PrivateSectorReport\(1\).pdf](http://www.stkittsnevischamber.org/Docs/2008PrivateSectorReport(1).pdf)

private sector. There are also political and social tensions that have been triggered in part by the fiscal hurdles encountered by the Government.

Other areas of concern include the deep sense of personal insecurity, delinquency in schools, youth disenchantment evident in the upsurge in crime and violence among youth, gang warfare, apparent decline in the standards in the Police Service, and public cynicism on its performance, and child abuse, all of which together are not conducive to cultivating an appropriate image in a country dependent on tourism.

As larger firms with a long term commitment to the society, the matter of corporate social responsibility (CSR) has always been an important feature of their operations long before the term became fashionable.

Both firms have been involved in providing scholarships to students at secondary schools and have contributed to social and cultural development, through assistance to community groups, and to NGOs and religious organisations that work among the poor of the country. One of the firms has an active mentoring programme which seeks to inculcate certain values among young people – commitment to work, self-development, respect for authority – as well as providing them with insight in to the way businesses are run. Students spend short attachments with the firm and this helps to orient them to the world of work. Both firms are committed to public/private sector cooperation and to greater dialogue in finding coherent responses to the problems, the resolution of which is seen as critical to survival of the society.

There are a few other larger enterprises that are part of the corporate environment of St. Kitts and Nevis. There are the foreign and the regional banking and Insurance businesses. There is also the Ram Group of Companies engaged in Distribution and Tourism, and which was founded by Indian immigrant capital that has become part of the national business environment. Large hotel chains have invested on the island of St. Kitts, the Marriot Group being one of the more visible players, as the operator in the largest hotel in the country.

9.2.10 Communications Firms

The communications firms – Cable and Wireless and Digicel – complete the picture for the larger private corporate sector operating in St. Kitts and Nevis. As elsewhere in the Commonwealth Caribbean, Cable and Wireless was the monopoly provider of telephony services, until the entrée of Digicel into the market of mobile services.

Cable and Wireless is also a provider of internet services and has been instrumental in the roll out of broad band services in the country with the internet now freely available to most schools and in a few community centres thus affording access to large numbers of people.

These institutions provide employment and are seen as the providers of stable jobs outside of Government state run organisations. They are involved also in service to community, contributing directly and indirectly to community projects, and in some cases directly to households.

9.3 MACRO-ECONOMIC MANAGEMENT AND REGULATORY

9.3.1 Ministry of Finance

The Ministry of Finance plays a pivotal role in the macro-economic management of the country. This has to be seen in terms of a range of technical considerations, and as well in terms of a process that engages key stakeholders and the population at large in winning of resources for the Government to discharge its responsibility to the population.

The major preoccupation of the country is the debt burden that has to be tackled at this point in the country's history. Debt service created largely by the costs of carrying the Sugar Industry has set the parameters within which the Government has to conduct the affairs of the country. It is the backdrop to its entire policy framework.

In respect of fiscal policy, there have been a number of new initiatives designed to increase revenue of the Government, but without ignoring the need for social equity. The measures employed have been wide ranging. Although St. Kitts and Nevis does not have a formal income tax on individuals, it has introduced a levy in respect of a general flat income tax. This now makes a substantial contribution to revenue. The debt situation has already improved slightly with the level of debt falling from 178% of GDP in 2005 to 168% of GDP in 2006.

There is attention being given to the modernisation of the tax system. The initiatives in this regard are dictated partly by the commitments that the country has made through its regional and international agreements -OECS, Union, CARICOM, and WTO. Consideration may have to be given to the introduction of VAT, and the experience of such member states of the OECS as Dominica and St. Vincent and the Grenadines is being looked at for approaches that may be useful to St. Kitts and Nevis.

The Corporation Tax needs to be revised as part of the tax modernisation programme. The tax system has to move in concert with the structure and functioning of the economy. Taxes need to grow as the various sectors of the economy grow.

Another revenue raising initiative has been the economic citizenship programme. Prospective economic citizens can pay \$350,000 US to be allowed the privilege of settling in St. Kitts and Nevis and securing a passport. It has been targeted specifically at attracting high net worth individuals from the Far East. It is complemented with a project in the South East of St. Kitts where people can invest in a villa.

However this has to be balanced with the longer term strategy of the Government of protecting the ownership structure of the land base in favour of the national community. Leasing, even on long term basis, is preferable to outright sale of land. The involvement of foreigners in land development is a delicate matter in St. Kitts and Nevis. The Government is leaning toward a policy of leasing as the general approach.

The National Bank currently holds a significant amount of land against loans that were made to the Sugar Industry. One of the requirements made by the Eastern Caribbean Central Bank, is that these loans be discharged by the sale of lands. The country faces the challenge of abiding by the requirement without alienating a substantial proportion of the land base to non-nationals. The matter of a National Trust for land may have to be looked at.

While the strategy is designed to reduce the debt burden, the Government has to raise a bond, possibly with some assistance from the Caribbean Development Bank (CDB), the proceeds of which would be directed at its development programme.

In the short to medium term, a number of measures have to be implemented or are being implemented and are supported by the budgetary process. In respect of human resource development, the country has turned to the HEART Trust of Jamaica, in developing a programme of national skills development which would reduce its reliance on imported labour, and improve the attractiveness of the country for foreign direct investment.

Some amount of start-up capital is being put in place for ex-sugar workers and others who are interested in SMEs, including small-scale agriculture. Some of the funding is being managed through Small Enterprise Development Unit (SEDU). There is also a Sugar Industry Divestment Fund, which is designed to encourage or complement

investment in the restoration of infrastructure of the sugar industry in order to promote historic tourism.

The Government has in place measures to contain expenditure as part of the fiscal stabilisation programme. It has to reduce expenditure in some cases consistently with Article 4 of the International Monetary Fund (IMF) programme. Its own attempt at ensuring fiscal prudence is being complemented by the tripartite and multipartite consultations on general economic policy and programmes of economic and financial literacy directed at the population at large. The Ministry of Finance has to take short and long view of problems and has to be sensitive to the impact of its measures on a range of publics and to the responses that it may elicit in them.

9.3.2 Tourism

The Tourism Sector has been the mainstay of the economy of St. Kitts, contributing to the economic life of the country through revenues to the Government, employment, and foreign exchange earnings. The Adaptation Strategy Document has identified a range of issues and constraints including inadequacy of access by carriers, weak linkages between tourism and the rest of the economy, insufficient room stock, lack of human resources, and the seasonality of the sector.

The strategy calls for the upgrading of the sector relying on culture, nature, dive facilities and sports in differentiating the product from the competition. To support this thrust, there will be need for an improvement in the human resource base and in the physical infrastructure. An important element in the approach is the promotion of Community Tourism, through which it is hoped that ordinary people can become involved beyond the supply of traditional services.

There is wide acceptance of the fact that Tourism offers one of the more immediate avenues for generating economic activity, in spite of its susceptibility to volatile markets and events over which the country has no control. The evolution of the industry has been influenced by a number of institutions. The key institutions in the sector in St. Kitts are:

- The St. Kitts Tourism Authority;
- The Ministry of Tourism ; and
- The Tourism Association.

The Ministry responsible for Tourism exercises ministerial oversight on the industry. Its prime responsibility is to set policy for the sector. In that regard, the broad objectives of the Government are brought to bear on the sector through the Ministry. The St. Kitts Tourism Authority, on the other hand, has the responsibility for regulating the sector and for marketing the island of St. Kitts specifically. The main target markets have been the United States, Canada and the United Kingdom, and the Authority has promotional offices in these countries.

The Authority has formal responsibility for regulation over all aspects of service delivery in the sector. However, it is not yet in a position to impose sanctions on hoteliers or guest house operators who fail to comply with relevant standards. It has limited itself mainly to prescribing standards, albeit that these have been derived in a participatory process, with the Authority engaging stakeholders in the discussion of standards.

So far the Authority has been able to do little more than prescribe standards for service in the hotels and guest houses as well as for other providers. Restaurants and taxi services are included in the standard setting exercise which has been participatory, with stakeholders having some say in the determination of standards. The Authority has sought to use suasion generally, but as well specific training to create a more welcoming posture among key personnel who present the public image of Kittitians to the visitors to the country.

St. Kitts lacks a genuine five star property and it is one of the main objectives of the Authority to attract a suitable operator or operators to bench-mark the island of St. Kitts as an up-market destination. However, at the very least, the establishment of the Marriott on the island has improved airlift, and with that, general occupancy levels for the island. Employment in the sector has increased with the coming of the Marriott, notwithstanding the fact that it raided other establishments for staff.

Marketing is the other important function of the Authority. It seeks to win new markets for the sector, and has secured inflows from California in the United States. Europe as distinct from the United Kingdom is being explored as a source. Given the shift that is taking place in the international economy, the Authority is examining the possibility offered by Asia – Japan, China and India. Airlift to St. Kitts poses the challenge.

The marketing drive on the part of the Authority is not limited to encouraging foreign enterprises and attracting guests from the metropole. In line with public policy, it has encouraged smaller local businesses to involve themselves in ancillary business including reef and forest tours and dive operations. At the same time, it has been facilitative of larger local businesses seeking to participate in the tourism sector. New projects at White Gate may allow for local operators of appropriate size to develop local flavour for the industry.

9.3.3 Tourism Association

The Association has been in existence for some 30 years, and represents 19 hotels, including the Marriott, which accounts for over one-third of room-stock. The Association represents 1467 rooms, altogether.

The Marriott has had a certain dominance in the industry, creating some anxiety among some of the members of the Association. This has been in the area of rates, as well as in the poaching of staff. It is perceived to have secured some generous fiscal incentives the likes of which have not been made available to the smaller institutions. On the other hand, it cannot be denied that the coming of the Marriott has helped to put the country on the map and increased airlift to the islands.

The industry faces a major human resource problem which has constrained its growth. Firstly, there is a lack of personnel in terms of numbers. Secondly, there are attitudinal problems among the workers: most have a limited horizon, and are not about self-actualisation.

The fact that so many are engaged in part-time work may explain the problem. Beyond the people problem, there is need for the Government to address the challenge of backward and forward linkages with special regard to the Agriculture Sector which remains a relatively undeveloped link. There is need for deepening the relationship between the Government and the Association in the interest of all.

9.3.4 Ministry of Sustainable Development

The Ministry has responsibility for the development policy and strategy of the Government, and with the Ministry of Finance plays a key role in the macro-economic management of the economy and assessing the articulation of public sector investment on the under economy.

The Ministry has spearheaded a major paradigm shift in project preparation and implementation in the public sector. The Public Sector Investment Programme (PSIP) is based on the Multi-Sectoral Investment Programme (MTSP) which, in turn accommodates for multi year budgeting, and for management by goals.

While Government Ministries are afforded more autonomy, they are required to assess their projects as part of resource envelope of the MTSP. In adopting this approach, the Government, through the Ministry of Sustainable Development, has been able to pursue and stick closely to a self-imposed stabilisation programme. The Government is now better able to assess the need for loans and assistance from funding agencies. There is also greater capacity to assess the likely recurrent costs from investments in projects, and to avoid any surprises in estimates of recurrent expenditure as projects move to operational level.

The Ministry has the overall responsibility for scanning international and other developments that may impact on the country, and the capacity of its economic and social infrastructure in managing its articulation with the international economy. In the more recent past, the issues being addressed include:

- The wild fluctuations in energy prices;
- The stagnation in the industrial estate in the country;
- The required shift of its export oriented industry from a mass market to a niche market;
- The role of ICT in the creation of middle level to higher jobs in the domestic economy, and the implications to the educational system therefrom;
- Lack of resources for the restructuring post-sugar;
- The promotion of affordable housing;
- The development of boutique tourism, with greater involvement of nationals;
- The use of cost recovery in some of the services provided by the Government; and
- Need for monitoring developments in Science and Technology, given the radical change that this creates on trade and markets for small countries.

The Ministry is also a primary agency involved in public education through the recently instituted Public Consultation in the Economy and the Budget. The population has become more knowledgeable of the impact of the international economy on their livelihood, and the role that they can play by way of individual and collective effort in mitigating the negative impacts of the fall-out of stabilisation and structural adjustment.

The slowing and possible slump in the world economy will test the capacity of Government and people to manage the transition over a potentially difficult period in the economic development of the country.

9.4 LABOUR AND EMPLOYMENT

Surplus labour was one of the enduring characteristics of a pure plantation economy. The options for labour outside of the plantation on the coming of emancipation were few. Emigration was the only escape and remained so up until the latter half of the 20th century. This has created a culture of migration.

Even under conditions of full employment, there is likely to exist a high motivation to migrate for awhile. This has led to the country having a large diaspora and to some circulation of labour with nationals defining their labour market involvement to include a much wider geographic space than the Federation. At the same time, the relatively rapid rate of growth of the Federation relative to some of its neighbours has made it attractive to labour from these countries. These factors have created considerable fluidity in the labour market and in its institutions.

9.4.1 Office of Labour Commissioner

The Office of the Labour Commissioner is the main regulator in the Labour Market. The country had subscribed to standards set by the ILO even before becoming independent in the 1980s. It discharges its role as prescribed in certain key pieces of legislation. The Minimum Wage legislation provides for the setting of wages and other terms and conditions for selected categories of workers. The existing minimum wage applies across the board, irrespective of gender of workers and sector in which one works.

Protection of employment is supported by Act No. 24 of 2001, which provides for security of tenure and requires notice of termination of a worker, on the part of the employer. The Labour Inspectorate has oversight over the protection of workers in employment, as well as over safety in the work-place.

The Commissioner is a member of the Work-Permits Committee and, from that vantage point, seeks to manage inflow of labour consistently with requirements, and with the training and upgrading of the national work-force, on which latter it advises the relevant authorities in the Ministry of Education.

The Office contributes to conflict-resolution in the work-place and to the peaceable industrial relations climate of the country, evident in part by the fact that there have been no strikes or other major industrial strife for many years.

The Commissioner's Office has played a critical role in the labour market operations and in industrial relations in the country, and has contributed to the welfare of workers specifically and to the population generally.

In the context of the volatility of prices, however, the Office is not required to observe any *pari passu* index-linking of wages and prices. Decisions on the raising of the Minimum Wage are made at intervals determined by the Government. There is no evidence of a fixed periodicity for review.

The Minimum Wage has been raised from \$6.25 to \$8.00 as of November 1, 2008 following a National Consultative Process that was tripartite in nature. The previous Minimum was set in 2004. The increased wage has been justified on the grounds of the escalation in prices in the last year.

9.4.2 Trade Unionism

The St. Kitts Trades and Labour Union has been one of the longer standing institutions in the labour movement of the country and has been the base of the support for the political party in office. The change in the structure of the economy in recent years has migrated on the trade union both in terms of the size of its membership and its governance structure.

The union has to grapple with the closure of the sugar industry which led to a major decline in its membership, and thus to its revenue stream. It has played a secondary role in the managing the transition of its members into new activities in the economy by its efforts by way of advocacy for training and the provision of resources for ex-sugar workers.

The new activities into which its members have gravitated have not been readily amenable to trade union involvement, with the result that there has been little growth in membership with the re-absorption of its past members in new economic activities. Moreover, while the tourism sector has been growing, the scale has been too limited to ensure any rapid expansion in the membership of trade union.

In addition, the slowing of manufacturing and offshore processing operations has reduced the workforce in the industrial estate which had been another base of support for the trade union. Indeed, the expansion of the services sector in the economy is likely to reduce the role of the union in the economic and social life of the country. Meanwhile the union has experienced some ageing in its management and may well experience succession crises in the future.

The recent experience of the St. Kitts Labour Union is consistent with a trend evident throughout the Caribbean in the latter half of the twentieth century. As these economies became more service oriented, trade unions as institutions have become less significant as part of the institutional structure of those societies, leading to their being eclipsed by other forces in the political life of the countries of the region.

Moreover, the political parties to which they gave birth in some countries including in St. Kitts, have become less reliant on trade unions as a base for political support. It may well be that other civil society organisations are the latter-day activists engaged in social discourse that previously was dominated by trade unions.

CHAPTER 10

INSTITUTIONS IN SOCIAL SERVICES AND THE ENVIRONMENT

There is a range of institutions involved in the delivery of social services that have been created or have evolved in the society and the polity of the Federation. The Moyne Commission Report set the stage for formalised public support by way of the social services in the Post World War II years. Formal social service delivery, however, dates back to the immediate post-Emancipation period, in which regard, the vestry was the critical axis of support outside informal arrangements that developed in communities.

The present configuration of institutions is critical in determining the effectiveness of the society in treating with the requirements of the individual at various stages of the life cycle. Needs vary across the age cycle, and society is at its most effective, where its institutions are properly geared and appropriately resourced to serve the individual. This subsection examines the main social services in St. Kitts.

10.1 SOCIAL SECURITY

10.1.1 Social Security Board

Satisfactory social protection through social security has been well institutionalised in the Federation. As elsewhere in the Caribbean, on the attainment of self government or independence, Governments moved to initiate programmes to guarantee minimum pension and other benefits to the workforce. Workers and their employers are required to contribute to the programme.

The Social Security System has been in place for over 29 years. Most of the objectives set on its establishment have been achieved. There has been growth in the economy, and this has been complemented by increases in contributions, returns on investments and expansion in registrations including of the self-employed.

There has been substantial growth in contributions averaging about 5 percent in recent times. Less than 5 percent would be regarded with some concern because of the benefit expenditure has risen, both in the short and long term.

A person can qualify for a pension from the Social Security Board on paying in 10 years of contribution. A worker between the ages of 16 and 62 years of age is expected to contribute.

The Board has a staff of 92 of whom 18 are in Nevis. Most senior personnel have university degrees, and those who do not are being encouraged to further their education. Administrative expenses have moved within a band of 10-13 percent which is generally regarded as appropriate. There is a need to look to information technology to manage costs and improve efficiency.

The Board has been looking at the possibility of introducing health insurance and unemployment insurance. The Board is determined though, that any new programme will have to be supported by new contributions. The Actuaries have commented on both areas. The public will be invited to comment on both areas as well.

No major problem is contemplated with the CSME. There is already considerable reciprocity in place among the OECS states, even though each jurisdiction has its own peculiarities in social security. There is the overall reciprocal programme within CARICOM. It is anticipated that there will be greater exchange of information among the countries to deal with the influx in countries like St. Kitts and Nevis, which has attracted migrants from member states.

There have been some increases in the benefits paid in recent times. The minimum pension was moved to \$300 per month. At the same time, the minimum assistance pension or old age pension was moved to \$210 per month, that is the payment made to persons who had not contributed to Social Security. The Actuaries are of the view, though, that the minimum pension for contributors is too low and should be upgraded.

The present arrangement for the non-contributors results in the Government not bearing the cost directly. The increase in the numbers who are self-employed would result in a decline in the number who would not have contributed to the scheme on the age of retirement. It was already ten years since the self-employed were required to contribute. The time will come when the minimum assistance pension will be discontinued.

The latest actuarial review had shown that the funding ratio was good, at 8 to 1, with projections made to 2062. However, investment is one area of weakness. There is concern that as much as 98 percent of investment is within state and only about three of the investments made by the scheme were in respect of activities abroad. This had created lop-sidedness. There is need to diversify to reduce risks.

There is at least one area of local investment that needed to be looked at more seriously. The lands that had been released from sugar production with the closure of the sugar industry required a major initiative on the part of the Social Security Board, and other agencies in the country, possibly in the direction of a REIT.

The Board has been very successful in providing social protection through social security. While health insurance and unemployment insurance are important provisions, the Board has ensured that its commitments are consistent with the profile of its contribution income. Moreover, the funds raised have been well utilised in expanding the production possibility and social infrastructure of the country.

10.2 HEALTH

10.2.1 Ministry of Health

The challenge faced by the Ministry of Health is the improvement in the services to the country, or at least in their maintenance, in a period of tight budgetary constraints. The Ministry is in the throes of adjusting its modus operandi to accommodate to the new requirements for budgeting. The overall approach is to realign its performance indicators such that its impact is more easily measurable. At the very least, it is hoped that where goals are not easily measurable, Departments will be able to assess performance against criteria of cost effectiveness.

The thrust of its programmes is towards community health focus. Thus primary health is of high priority. Immunisation of children is now well institutionalised, and there is near universal access to primary health facilities for all of the population. There exists some eleven health centres in St. Kitts, providing clinics in immunisation, family planning, chronic disease management, child health surveillance and woman's and men's health. Services are offered between the hours of 8 a.m. to 4 p.m. on a daily basis. Voluntary counselling and testing for HIV/AIDS and other sexually transmitted diseases are also available at health centres. There is no overt barrier to access to any member of the population. In principle, services are free to school aged children and to persons 62 years of age and older, regardless of their socio-economic status.

There is also concern to manage life style diseases among the population. There is a programme for diabetics. There is a formulary in place but it is not as extensive as the model applied in Barbados. There is thought being given to the adoption of National Health Insurance, and a number of options are being looked at. User fees can only

provide for limited defrayment of costs, and currently account for less than ten percent of costs.

There are a number of technical issues to be resolved and it is expected that over a two to three year period, the country will arrive at a final design. Elections are due in 2009, but both of the political parties seem agreed on the need for National Health Insurance. While there may be differences in terms of the benefits that the respective parties may support, there is basic bi-partisan support for National Health Insurance.

Administrative costs are high, both in the Health Sector as in the Education Sector. However, the perception of the public is that these are areas of social entitlements. People expect the Government to pay for these services.

There is a widely held view that more people are entering the country than are leaving. The new residents have access to the services, provided by the Ministry of Health, which prompts the view among the population that foreigners are securing benefits that are being paid for by nationals. However, it is the view of the Management of the Health Sector, that it is Nevis that has experienced positive net migration. Substantial numbers of Guyanese have gone to Nevis as well as people from the Dominican Republic. Mostly, they are engaged in jobs that the locals are unwilling to pursue. In effect, inflows of people into St. Kitts may well have served to keep the population stable in terms of total numbers.

At the same time, the country is losing some of its top personnel to the developed world. There has been a problem in staffing the health system. There has been difficulty in attracting young people to nursing least of all young males. The country has not been able to train people in enough numbers for its health system.. Doctors are being trained to the level of General Practitioner, but there is a shortage of consultants. Cuba has been an important source for training of doctors.

The main hospital in St. Kitts is to be accredited presently. Local facilities can provide much of the secondary care required. It is expected that to the extent that there are charges in the access of some services, nationals, and citizens of the OECS states and CARICOM would pay the same rates. Non-nationals, on the other hand are expected to pay triple those rates.

There are people who are supposed to be exempt, and are therefore allowed to have services free of charge. These include persons with HIV/ AIDS. However, there is debate among politicians on either side of the political divide, and entitlements have become a political issue. The system has been subject to abuse and the rationing of access is through fees is a dead letter.

Most tertiary care has to be sourced in Trinidad, Barbados, Puerto Rico or in Miami in the United States. In respect of the latter, when patients need to go abroad, the Government usually assists. Initially, this support was supposed to be limited to employees of the Security Services, children, and those on Public Assistance. However, most persons now seek to avail themselves when in need.

The options now available for persons requiring tertiary care are:

- Private Insurance
- Government programme for public employees through National Insurance
- Public assistance – the Ministry of Health may organise arrangements with agencies abroad: for example, there is a relationship with certain Baptist groups in the US through which services can be accessed at discounted rates by nationals of St. Kitts and Nevis
- Donations from charities and from the Public.

By and large then, the population has been guaranteed primary level health care, and as well some degree of secondary and tertiary care, but in the latter case, there is the challenge of demand/needs outstripping capacity of the Government to supply under the present dispensation of user charges. The better-off have the capacity to pay for services abroad. The less well-off have some basic guaranteed in respect of life style diseases, but the state may not be able to guarantee universal services beyond these provisions.

10.2.2 National Advisory Council on AIDS

The Council was formed in 2005. Up to that time, the country was in denial about the presence of persons with HIV/ AIDS among the population. Prior to the establishment of the Council, it was felt that there were, at worst, only a few people who had succumbed to HIV/ AIDS.

It has since been established that there is a bi-sexual population in the country. In addition, a survey done in 1999 was discovered that there is the homosexual side to sex tourism. Nor could the existence of commercial sex be denied. There have been poorer women who resort to commercial sex to make ends meet: women in low income jobs with children and unable to secure support for their children from fathers have succumbed, according to the prevailing view. With the minimum wage then at EC\$196 per week, commercial sex could be seen as attractive among the more venal.

It is alleged as well, that a number of women from the Dominican Republic have come to the country and resort to commercial sex, as a ready source of income. There are other high risk groups that are vulnerable to STDs and to HIV/AIDS. There are cases of students having sex in school.

At the ante-natal clinics, there is optional screening for HIV/AIDS. Of the 400 persons who passed through in the last year, only 240 opted to have the test done. It is not a mandatory test. Even Cuba did not succeed in making it mandatory.

It is the view of the Council that there is no single solution to the problem, but behaviour change can be effective. It seeks to engage the entire society in the fight against the spread of HIV/AIDS. The religious groups have responded. The Evangelical Council and the Christian Council have accepted the presence of HIV-AIDS and have become involved in home-based care. Their approach is to promote abstinence, and to attack the problem of HIV/AIDS with abstinence. Another challenge is the stigmatising of caregivers, and there is a risk of getting and staying involved in the caregiver function. Former President Clinton in his capacity as leader of the Clinton Foundation, visited St. Kitts and this has provided some respectability to care provision.

The cost of caring for HIV is high, and the Government is providing some level of support. There is free testing, and access to some level of care and to the anti-retrovirals is free. Also there is provision for dealing with opportunistic illnesses. Other blood tests are free. Even with these free services, there are many victims or potential victims who do not access these services because of the stigma attached so that people who need to be on the radar are not there.

The Clinton Foundation helps with drugs, and apparently there are about 70 people on anti-retroviral drugs and two on second line drugs which would cost USD 800 per month, and one person on 3rd line drugs. Second and third line drugs come into prominence when 1st line drugs fail. In five percent of cases the second line drugs

become obligatory, since in those cases there is failure in the first 2 years, when the first line drugs stop working. HIV/AIDS is a burden on the health service.

The Council has succeeded in keeping the matter of HIV/AIDS in the public eye, and the information base of the population on the impact of the disease is growing. This has not been enough to ensure that there is effective behaviour change among some of the vulnerable groups.

10.3 EDUCATION

10.3.1 Ministry of Education

The Ministry of Education has been involved in a number of major initiatives in the educational system in the more recent past. These can be seen at all levels of the system. It can be said that it has undertaken systemic change of the system.

Firstly, the Ministry has introduced a data base management of records of students as they progress through the Educational System. It anticipates the continuation of records beyond the years of compulsory formal education. In the context of life-long education, there will be a formal life-cycle record, allowing one to track individuals through the education and training system.

At the primary level, schools in the Federation all have computer laboratories, which are also available to established community groups. However, there is a problem of reading among sections of the primary school population. The Ministry has instituted a programme to correct for weakness among poor readers. There are systems in place for micro-diagnostic analysis in reading at the primary level. There is need for resocialising children at the some schools.

With the expansion of housing across the country, there has been need to establish new schools. At Saddlers, there is a new secondary school, in what was a deprived area. It is the intention to have each school integrated into its community as the community school.

In respect of the secondary level, the country has had universal secondary education since 1967. However, there are students who have not been able to derive the fullest benefits of the programme. There have been a number of initiatives to address this problem. The Caribbean Examinations Council has introduced skills based competency

tests, which allow for the assessment of students in areas outside of the traditional academic subjects. The Caribbean Vocational Qualification Certificate has been introduced.

There is also the AVEC programme. This can take people to any level in respect of the National Skills Programme. The AVEC programme allows the individual to 'track back' to undertake upgrading or to complete as the case might be.

There is also the Adult and Continuing Education. In respect of those who have been into the secondary system and have come out without achieving an appropriate level of education and training, it has been found necessary to develop 'Project Strong', which serves the needs of students who have had particular difficulties in the secondary education system. The project uses sport as a factor in keeping the interest of the trainees.

The Community College represents the pinnacle of the educational system. It is expected to become semi-autonomous, in the medium term. It is not likely to be self-financing and a government subvention will continue to be required. However, the Board of the College will be expected to assist in finding ways for supplementing the subvention from the Government.

The College will offer the first year of University. There has been collaboration with the HEART Trust and UTEC in Jamaica: there has been no formal agreement with UTEC as yet. The areas in which these have been helpful include Technical and Vocational Education, Teacher Education, and Architecture.

The Government has also introduced skills-based competency programmes within the offerings at the CXC level. Moreover, it has established a link with HEART Trust of Jamaica. Through a Memorandum of Understanding, the HEART Trust is the assessor for a number of programmes in St. Kitts. A TVET Council is being established and this will help in getting the schools up to the required standards in the new programme – CCSLC. It is expected that students will be tested on the transparent acquisition of skills rather than on the basis simply of Examinations.

The OECS/World Bank Project is assisting member states in streamlining the curriculum in the educational system.

The Ministry collaborates with the Ministry responsible for Social Development in meeting the needs of poorer students. It arranges quietly for students at the secondary level to be provided with school meals at primary schools where meals are served. Textbooks are available by way of loan to students and they are required to return them at the end of the academic year. This ensures that poverty or challenging economic conditions do not prevent students from availing themselves of the education and training opportunities available to the pupils and students in the formal education system.

The Ministry has been able to continue the process of modernisation of the educational system and expand opportunity especially for those at the bottom of the socio-economic pyramid. However, there may be other societal factors that detract from the capacity of some groups to seize the opportunities available through education and training.

10.3.2 Early Childhood Development Unit, St. Kitts

One of the significant programmes run by the Government of the Federation has been in the field of early childhood education and development. The Early Childhood Development Unit is the main institution discharging the Government's role in this area.

The Centre was formed just as the country embarked on its independence, in 1981. However, since as far back as the 1920s, there had been initiatives in the field of early childhood education. The main objective was to assist lower income women by providing an avenue through which their children can receive appropriate stimulation and their development initiated. As the programme became institutionalised, it has catered for not only low income residents, but also for middle income residents as well.

There is a unit in St. Kitts and one also in Nevis. There are seven teachers involved in the programme in St. Kitts and one person in Nevis. The operation in Nevis is an Early Childhood and Kindergarten service.

There are 100 or more persons licensed to operate in the public and private spheres in the area of Early Childhood Education. There are 19 centres run by the Government, 16 of which are in St. Kitts and 3 in Nevis.

The goal of the agency is to provide high quality early childhood care and education for the maximum number of children, and to prepare them to be well oriented for primary school and for life. Most children are in private centres. The Government is moving with

speed to ensure universal access whether in the public or private sector. The Government centres are operating at full capacity. The Government finances its own operations. However, there is one case of a teacher being paid in a private operation.

The private sector receives support from the Government by way of the school feeding programme, the training that is provided to persons working at the private centres and through the duty-free concessions that are allowed to them for appliances. The private sector, which comprises approximately three quarters of all childhood care institutions, is regulated and monitored as all private childhood care institutions must be registered. Applications are also renewed on a yearly basis. The Child Welfare Board has responsibility for the registration of all childhood care institutions.

The focus of the programme is on children from birth to 3 years of age. It is not appropriate to make it compulsory for between birth and 3 years of age to be enrolled, but at least the Government can make places available.

The Centre makes recommendations to the Government from time to time on the matter of quality and standards in the private sector. A number of centres are being operated in homes and garages of proprietors. In such circumstances, the Government has to be careful lest it be seen to be subsidising private dwellings being used for early childhood education. There remains the need to bring the private sector up to par.

One of the difficulties facing the sector is in helping parents and also untrained teachers to understand what happens in pre-school years in the development of the child. Parents in particular are anxious to have their toddlers display mastery in Arithmetic, reading and writing.

There is the challenge of reaching marginal parents and reaching the unreached children in the age group 0-3 years. They may not be enrolled in any institution, and the care arrangements for them may be informal. The disadvantage here is that the care-givers are not trained, and children are not exposed to a stimulating environment. Trained care-givers understand the need for exposure: toys and other materials are critical here. Toys can be borrowed. The Centre assists in upgrading care-givers through the workshops that it runs.

There are children in poverty-stricken conditions. The system has had to deal also with immigrant children, some from homes where English is not spoken. Children of parents availing themselves of the CSME have to be registered before approaching the Unit. The

same fee is charged of parents who are Guyanese as is charged of nationals. However, there may be a problem when they have to enter primary school. The students may have to have a student visa which means that their parents have to be legal residents.

The Centre has worked closely with such agencies like SERVOL which has provided assistance in training teachers for the private operations, and others like the University of London, the University of the West Indies, in Jamaica and the CANSAVE.

The Centre also works closely with the Ministry of Health through the Health Centres, in monitoring the Early Childhood Centres and in ensuring the immunisation of children. Also the Pediatricians work closely with the units whenever problems are noticed.

10.3.3 Project Strong

Another important programme that has been mounted in St. Kitts is Project Strong which seeks to give youth a second chance at education and training. Project Strong began operation ten years ago, in the same month as Hurricane Georges. The primary purpose of Project Strong is to deal with dropouts from the secondary school system in St. Kitts. This is an 'elitist' programme of sorts, in terms of what it does.

Those students in the secondary school system who do not show progress at the age of 16, are asked to leave school. An alternate form of education aimed at helping participants to develop into productive adults is provided. Beneficiaries of Project Strong include both boys and girls.

Many of the young people are under-educated and many are unemployable at 16, but they have their own culture of survival, and resort to non-traditional ways of generating income. They employ alternative survival strategies. The jobs that they can secure do not provide the comparable income as undesirable activities. Staff members have developed a working relationship with the Police and often act as surrogate parents and advocates for participants who get into trouble with the police. Recently the court system has taken to mandating some young persons who run afoul of the law to undertake the programme. Generally participation in the programme is voluntary.

Thus, Project Strong protects youth-at-risk from falling prey to the parallel or underground economy. Deviance emerges with some young people succumbing to prostitution, drug-running and to gang-life. It could be argued that the problem of crime

is partly a reflection of the weakness in the educational system. In that regard, in providing trainees with an alternative educational system they recover their self-esteem and avoid notions of pride in going to jail.

The focus of the management of Project Strong is on reversing 10 years of failure in the formal education system. The programme invites participants to continue their education and provides them with some opportunity to regain self-esteem. Camping helps in developing socialisation, conflict resolution skills and discipline. Four weeks in St. Kitts and four weeks elsewhere. Discipline and teamwork through Sports and Drills (Military) is encouraged. A steel pan music program emphasises building team spirit and provides additional opportunity for self-development. Skills training programs such as Woodwork, Manufacture of fish pots, Dress-making and tailoring, basketry, reading, drama, information technology and bee keeping help students to embrace self employment skills. Microsoft Corporation provided new computers to strengthen the information technology programme.

Collaboration with the private sector enables the school to add a job attachment component for two days per week in an appropriate work-place. This is usually on the Thursday and Friday of the week, with school on the first three days of the week. Another advantage of the programme is that personnel at most of the organisations to which they are sent act as foster parents to them. It takes some a life time to learn good manners. The trainees usually graduate with something that is useful. The programme has a large social engineering component, therefore.

Computer education is used as an outreach mechanism and allows person from poor communities to access training in the evenings. The Government provided partial funding and provides a building in which the project can be executed.

Revenue is generated from some of its projects such as dress making and tailoring and bee keeping. Approximately 70 individuals can be trained at any one time. There were 25 persons enrolled at the time of the interview. There has been a problem of drop out of the programme which could lead to devastating consequences. Two students who had dropped out were on death row at the time of the interview.

A number of the trainees prepare themselves for self-employment and acquire skills for earning an income in such areas as wood-craft, needle-craft, tailoring, beekeeping, upholstery, leather craft, tin craft, basketry and working in straw.

Project Strong engages in self-help and does some farming on the premises. Lands are being sought from the Government to develop orchards and beehives. There is now some expertise in beekeeping and about 1000 lbs of honey have been produced since this activity started.

Beyond the skills training, trainees in Project Strong have developed a high profile in such areas as golf, lawn tennis, table tennis and basket-ball, which contributes to self-esteem. One trainee became a notable tennis player. They have not been into athletics, but this is not ruled out. There is discipline that is inculcated in sports. Trainees make their own draft boards and also Wari boards.

There are three Assistants to the Manager, who are themselves graduates of Project Strong. The Manager was himself a high school principal. With additional staff, the agency can accommodate 100 trainees. There will be need to ensure stipends for a larger number of trainees and there will be need for more land to expand the operations.

Trainees are recruited from the high schools. The options available to them are AVEC, Youth Skills and Project Strong. It is estimated that with \$100,000, it would be possible to sustain 50 trainees compared to what it would cost to send one student to University.

Trainees depend on the stipend during the period of training. They are not interested initially in going to another school. They want a job and income, and there is competition among them for job attachments. Project Strong allows them to redeem themselves, in spite of the lack of formal qualifications. It is deemed to perform at excellent job at putting Youth-at-risk on to an alternative and socially rewarding path, compared to what would otherwise be the course of their lives.

The agency is funded by the Government, but there is some support from the private sector and from overseas donors. There has also been support from IICA, the Caribbean Studies Association, Cable and Wireless, and from the Basic Needs Trust Fund.

Project Strong has been a contributor to an important area of social protection by providing an opportunity for youth-at-risk to embrace a path to socially acceptable patterns of earning and self development.

10.4 SOCIAL AND COMMUNITY DEVELOPMENT

10.4.1 *Ministry of Social and Community Development and Gender Affairs*

The Ministry has operated in its present form since 2000. Prior to that, it was linked with other services. There is now a Ministry of Youth and a Ministry of Education to which some of the services previously linked to this Ministry have been re-allocated. The Ministry has a reach to individuals and communities through three types of personnel. There are Social Assistance Officers and Community Development Officers as well as Home Care Officers, assigned as follows:

- 5 Social Assistance Officers
- 6 Community Development Officers
- 18 Home Care Officers

A major thrust in recent years has been the improvement of physical facilities people in communities to conduct community based activities. There are about 6-7 new facilities built as Youth Centres, with the assistance of the Republic of China on Taiwan. There are centres being reconstructed in Conaree and Tabernacle. Thus, there are a number of areas that now have centres including St. Paul's, Old Road, Sandy Point, Cayon, Basseterre, New Town, and McKnight.

The objective is to ensure that all community members, across the entire range of age cohorts, can access these Community Centres. The practice has been for a range of institutions to use the Centres, including the Inland Revenue Department, along with other departments. This means that the Centres are used genuinely in the service of the communities.

People doing social work would use the Centres. There are also programmes for the elderly, involved in the Golden Years Clubs, which meet from time to time at the centres. The GY clubs can even make a livelihood out of activities that they undertake at the centres. They have served as lodgings for the Cubans who assisted in the replacement of bulbs with low energy bulbs, as a contribution of the Government of Cuba to the Federation. These facilities are basically multi-purpose Centres therefore.

The Community Development Officers conduct needs assessments, and listen to the voices of people in the Communities on various issues, e.g. need for infrastructure. The Basic Needs Trust Fund is under the Ministry and focuses on the physical dimensions of community needs.

In some communities, like Old Road, Conaree and the Village, people have been able to develop a sense of ownership of the Centres. There are mixed approaches in communities, which have resulted in differences in the sense of ownership of the Centres. There remains the problem of getting people to operate in the voluntary mode which is conducive to community building, as opposed to the pay-for-service mode. Yet, people do gravitate to the Community Centres.

Community Development is presently promoting councils at the level of the communities. But these efforts have not been entirely successful. Some of the councils have lapsed and there is need for a body of people who would work as management teams for the Centres. There is need for a general revival of community development with full people participation.

It is expected that libraries would be located there, and that other services could be provided at Community Centres. These include computers and that is likely to be a big thrust in the evolution of these Centres.

A substantial remit of the Ministry has to do with assistance to the needy. Thus, the Office is involved in oversight of old age pensions, public/financial assistance, food packages and care of the Elderly. There are the Elderly who are not eligible for social security and come under the non-contributory scheme for persons 62 years and over, which is also managed by the Social Security Board. The people involved in social assistance have oversight over other social assistance transfers.

The Home Care Officers service shut-ins in the communities. There are homes for the Elderly, and the Ministry has a responsibility for oversight in this area. There are other needs of the elderly to be served, for example, the matter of the Elderly who are hospitalised, and those in homes who have a need to socialise with other Elderly.

Under the social welfare aspects of the departments, there is a uniform assistance programme for children in school. There is also an annual grant to needy families with a salary of below \$250-\$300 per week.

There is a programme in place for single women who are in need of assistance, involving the provision of food packages and even some finance. They are encouraged to look for work and assistance is given to them in that regard; many of them may not need money as such, but may have children and need assistance with care of the children, and in teaching them to read and other work related to school performance.

The Department has oversight of the children's home - St. Christopher's Children's Home, managed by the Department of Social Development and Community Affairs. There is a foster care programme in place, with about 50 children in foster care. A Child Probation and Welfare Act (1994) is in place and the Social Assistance Act has been updated leading to some upgrading in the services offered.

There is the Probation and Child Protection Services Unit within the Ministry which has oversight over young and potential offenders. There is also a Counselling Department which engages in both preventative as well as curative interventions. There is Youth Under Risk and Child Protection Act, but there are still issues to be ironed out in its implementation. There is a Child Development project through which a co-ed Juvenile Home is being established.

The Community Development Department faces a major problem in treating with social dissonance in the society. There are difficulties with the youth evident in the formation of gangs, and the behavioural problems emerging at secondary schools. There is also need for effective parenting.

The challenge posed by gangs requires the support and collaboration of other Ministries, including the Ministries of National Security and Education. There have been Town Hall and other meetings hosted by the Ministry to tackle this growing cancer. The capacity to impact on youth is indeed critical. One of the tasks is to determine why they become involved in gang-related activities and what captivates the interest of young people. The department will need resources to determine what makes them tick.

Some funding has been made available, including resources from the OAS, to attempt to get gang members employed in productive activity. There is also support from the Venezuelans in terms of education and human resource development.

There is no evidence as yet of the CSME imposing costs on the country. However, there is a need to anticipate requirements of special clients, such as immigrants from Dominican Republic, Jamaica and Guyana. Their children need assistance. Their children will eventually qualify for some kind of assistance, given that there might be deficiencies in income of such residents.

An overriding objective of the Ministry is to move its social assistance programmes into a development mode so that there would be less of a dependency problem. There are programmes to help people to 'learn to fish', whereas the emphasis heretofore has been to 'give them fish'.

In most of the components of its wide remit, the Ministry seems to be effective. In the field of community development, it is expanding its role using the community centre as the focal point. Success here involves the degree to which residents in communities are committed to community participation which takes time to cultivate where it is non-existent.

There have clearly been differential responses and, in some communities, there seems to have been some hostility to the officials of the Community Development Division, which may stem from the workings of internal politics within communities, rather than to the capacity of Community Development Officers.

Generally, the Ministry seems to have had less success on its own or in collaboration with others in stemming the tide of violence and criminality that has engulfed St. Kitts.

10.4.2 Department of Youth in the Ministry of Education and Youth

The Department was previously allocated to the same Ministry as the Departments of Culture and of Community Development. It is now with the Ministry of Education. Given its objective to serve youth across the island, it endeavours to work together with the other community development agencies to avoid duplication of projects. While most of the funding comes from the Government, there is some funding from international agencies. There is a small staff in place to run the affairs of the Department.

There are areas of the country that pose a special challenge to the Department. Saddlers and Conaree are two of these. It is important to add that some of the youth in Conaree have approached the Department, on their own volition. The Department seeks to organise its work around the school timetable. Thus, the school calendar dictates the holding of summer camps in the long vacation.

Youth unemployment is a major problem in the society. But there are strong indications that youths are looking for money, not work. There are also problems with their self-concept. There are outreach and training programmes to address the problem of the youth psyche. The approach of the Department is to attempt to meet youth half way,

rather than appearing to dictate. However, females are more involved in the programmes being run by the Department, than are young men.

The Department has been involved in an HIV/AIDS project. There is a Mini-grants Project which is part of a CARICOM Project, directed at HIV/AIDS. The Youth Leaders are drawn from the Washington Archibald Centre, the Youth Impact Ministries, and the Parliamentary Youth Association. They have attempted to develop a comic book on HIV/AIDS.

There is still need for better staffing to allow it the reach across all the communities in St. Kitts, and more is required by way of tape recorders, digital camera and camcorders.

A National Youth Policy is being developed. The Department seeks to make its presence well felt on the occasion of Youth Month in November of every year. It sees itself as providing a reasonable level of service, but would welcome more support in terms of staffing and in the establishment of a national after-school programme.

Basic Needs Trust Fund

The Basic Needs Trust Fund (BNTF) has been in operation since 1979. Its focus has changed over the years spanning physical infrastructure at one stage, then health facilities, child care centres, schools and parenting skills training, to social and community physical information.

BNTF works closely with the Ministry of Social, Community Development and Gender Affairs, especially in establishing the needs of various communities. BNTF works also with the Departments of Health, Education and Gender and the Chamber of Commerce.

Its most recent focus has been on poverty alleviation and on interventions to assist vulnerable communities and groups. In that regard, BNTF provided training for workers who lost their jobs after the closure of the Sugar Industry. Training was provided in areas such as Plumbing, Air-conditioning and Bookkeeping.

BNTF advertised programmes for both males and females. However, mostly males entered the programme. There has been some attempt to provide training in computing skills to single parents and former sugar workers. This required collaboration among BNTF, the Chamber of Commerce, Government IT Department and the Clarence Fitzroy Institute, after the needs assessment that was done by BNTF.

It is the view of the management of BNTF that training of persons who are also employed is critical and training has been offered to such persons as well. Twenty-five percent of funds have been allocated to the working poor. BNTF has also focused on the mobilisation of youths in certain communities as Ground Halfway, St Paul's, Dieppe Bay, Saddlers and Old Road.

The biggest challenge has been in changing the mindset of people. BNTF commends the efforts of Project Strong, which it has assisted. The agency has also contributed to income generating projects and can point to its provision of resources enabling the mounting of a programme in sewing which led to the producing of uniforms for schools.

BNTF receives 20 percent of its funding from the Government and 80 percent from the Caribbean Development Bank (CDB). BNTF experiences problems to get monies from the CDB however. The Government of Venezuela has been a contributor in respect of a number of social projects, which meet the criteria that it sets.

BNTF has a small staff of four persons, but with university level. Personnel are also social mentors, but have the capacity to carry out research and contribute to research being done in such fields as poverty alleviation and gender and development in the Caribbean.

It is the view of the management of BNTF that its operation can be improved by the conduct of a continuous social audit. It is deemed to have been effective within the limitations of its resources.

10.5 NATIONAL SECURITY

Ministry of National Security has the primary responsibility for the protection of the individual and for the maintenance of law and order in the society. The discharge of its remit has become exceedingly difficult in recent times, and there may be need for stronger measures and greater coordination among a range of official agencies in combating the crime problem. There are areas of the island of St. Kitts that have become no-go areas to people of other communities. Criminal activity has spread to Nevis, possibly as a result of ex-prisoners taking up residence there.

There has been an upsurge in crime among the youth. An underlying problem is the values to which young people now subscribe: many succumb to the negative influences and imbibe the ghetto culture of North America. Going to school and performing well at

school is 'not cool'. Indeed, there are costs to young people in going 'straight'. Generally, among the youth at risk, peer pressure has far more impact than the family.

Young men constitute the majority of inmates in prison. There is a certain pride that comes from going to prison. It is part of the rites of passage of young men in some sections of the society and there is the complementary approbation from young women in mentioning:

'My Boo in lock down.'

The society has not been able to provide the type of role models that can attract the attention and influence the behavior of youth-at-risk. While there are programmes like the Duke of Edinburgh Scheme, the Cadets and the Scouts, their appeal to the group at risk is limited. On the other hand, the Pathfinders have been quite successful in their approach to youth development. The idea of national service has been bruited but seems to enjoy support only from the more mature or senior persons in the society.

The fact that young people are left unattended may also be a factor. Women working in the hotel industry cannot afford supervision of their children who get into mischief. There may also be a problem with parenting in that parents lack the preparation for bringing up children. The Ministry is supportive of the idea of the resocialisation of parents. There is also need for such institutions as homework centres, providing after-school programmes.

The drug trade is partly responsible for triggering the criminal activity. There are groups engaged in the growing of marijuana with markets in the country and abroad. There are local middlemen engaged in the trafficking in cocaine. The expansion of tourism has been responsible in part for the growth of drug trafficking and in prostitution.

The Ministry has attempted to put a number of programmes in place. Besides programmes like the Cadets, there are a number of preventative programmes in communities. The private sector has contributed assistance for awhile, including with job fairs. The Ministry of Social Development is also a collaborator, along with the Ministry of Youth. There is need to find success stories in these interventions.

The Police Force has DARE which focuses on the school system starting at the primary level. This is the anti-drug programme. The Youth at Risk Programme is under the Ministry of Social Development. It seeks to encourage fathers to go into the schools to assist in counseling.

The Defence Force has been involved in the fighting the drug trade and drug trafficking. There is also a contraband trade taking place on the islands. The resources are inadequate to control smuggling in the waters of the country. Security is expensive. The country does not have the resources to interdict all the go-fast boats that come into its waters.

National Security has been an area of weakness in the existing scenario, if the incidence of crime and violence is seen as indicative of the capacity of the Ministry.

10.6 NGOS AND PRIVATE SECTOR ORGANISATIONS IN SOCIAL SERVICE INTERVENTIONS

There are a number of NGOs involved in the social services, usually with a base that derives from religious organisations. There are also NGOs that are off-shoots of international NGOs committed to particular causes in international society. Fewer are the agencies that provide social services and care in a private sector mode.

10.6.1 Anglican Young People's Association

The AYPA has been in operation for 59 years. Its primary purpose is to foster fellowship among Anglican Youths. The Association operates under four principles: Work, Worship, Fellowship, and Edification. There are about 100 members. The Association consists mainly of females. There are seven functioning branches of the nine established in St. Kitts. The ones in Christchurch and Cayon are non-functional because of leadership difficulties. The age cohort of the membership ranges from 9-35 years of age.

All members are volunteers. They do church work – they clean the church, and other specific activities. There is no assistance from the Government. Fundraising is done for specific objectives. However, they have experienced commitment problems sometimes, possibly from a lack of structured activities of interest to the youth. A Fun Day is held every year, including cricket, football and other field sports.

At the wider level, there are problems in the family, because of the demands of labour market on breadwinners. Young people are being left unattended. There is a need for big brother/big sister arrangements. The society faces the challenge in developing commitment among young people.

The Association seeks to cultivate role models within the organisation. The Association sometimes secure the services of speakers who can reach young people and can assist in their committing to advancement through education and the acquisitions of skills.

Involvement has waned a bit, but the Executive would like to see a return of the group to the status it enjoyed before. The respondent is hopeful of restoring it to its former glory. The impact of the organisation has been reduced in recent times.

10.6.2 The Grange

The Grange is a privately run home for the Elderly, established and operated by Ms. Patrice Richards. After thirty years of experience in the United Kingdom in Medical Anthropology, and in teaching at the tertiary level, Ms. Richards returned to St. Kitts and set up the Grange in 2000. It is located in idyllic surroundings in physical space previously occupied by a Great House of the plantation era.

The Home is a fully commercial operation and only source of income is the payment of the clients. There is a staff of 18 people. Besides Ms. Richards, there is a Care Manager, and Senior Nurse, who constitute the management of the Home.

There is room for 30 clients, but at the time of time of interview, there were twenty-six residents of whom there are more female than males, and who ranged from 58 to 99 years of age. Its occupancy level has been in the range of 80 to 90 percent since its inception.

The clients come from all social classes. Their backgrounds range from lawyers and business people to persons who have had less prestigious occupations. Some have lived abroad, and have been come back to St. Kitts for their retirement: about 40 percent might be in this category.

There are a number of other common characteristics of the clients. Their children invariably are abroad. Some suffer psychological challenges in getting accustomed to the reality that they can no longer be self-sufficient. Then there are all the afflictions of life

style diseases in addition to those of old age: Alzheimer, Schizophrenia, Bi-polar disorder, and other mental illnesses.

Some of the clients can no longer talk and express themselves. It is still important to understand their feelings and emotions. It is critical to retain the sense of the Grange being a community rather than a home.

There are facilities for assisted living and there are eleven persons using this facility. Those interested in assisted living have to be interviewed to establish their capabilities.

The facility has been assessed by external agencies, including the International University of Nursing which has accepted it as a teaching facility. Its business operations have been adequate for it to win approval for loan financing from the Development Bank which it has been able to service effectively.

It is unlikely that the Grange will be expanded anytime soon. Firstly, there is need for the staff to get to know the residents well enough and an increase in numbers would mean an increase in staff because, on the present ratio, the staff is fully stretched.

The Grange works closely with the International University of Nursing, the Churches in St. Kitts, Women's Groups and the Nubian Life Home, which has an Afro-Caribbean orientation.

The facility is deemed to be excellent in the services that it provides, and measures up to the high quality hygienic conditions required by the Elderly. Although there may be room for improvement, Ms. Richards thinks that the Grange has set a standard that is worthy of emulation by others.

Generally, there is the appearance of quality care. The fact that it has been chosen as the location for practicum in geriatric care for student nurses of the International University of Nursing, suggests that the Grange has been able to maintain high standards in care of the elderly.

10.6.3 Nyabinghi Order

This organisation has been in operation since 1975. It seeks to ensure that infants are cared for, the sick are nourished, the hungry are fed and the naked clothed. There are 500 adherents in the Federation. Events celebrated by the Nyabinghi Order include the birthday of his Majesty, Marcus Garvey of UNIA, among others.

It is funded through members' fees as well as from the income generated from the farm it operates. The order is operated by the President as well as the Elders who work collaboratively.

The main services provided by the Nyabinghi Order include assistance for children 'without' fathers. The Order also provides school books to children in the Federation.

There are a number of concerns that the organisation has. High on the agenda is reparation for people of Africa as a result of slavery. The marginalisation of African people in economic affairs has resulted from the devastation of slavery and reparations would provide some compensation. Black fathers are endangered species. The Order does not set too much store by the theology of some of the Christian religions operating in the country.

The Order is equally skeptical about the doctrine of free trade. The country has to get back to farming and food production, and producing for its own requirements. There is need for proper planning to support the effort, and in managing incompatible activities like the growing of watermelons and raising cattle in the same area.

The Order thinks that it is doing a good job by focusing attention of people in the community on major challenges that the society faces. The country has to return to an examination of the fundamentals and this should guide social action. The Order has sought to do this within the resources that it can mobilise.

10.6.4 Pathfinders Club

The Pathfinders in St. Kitts have been in operation for over sixty years. The primary purpose is to train young people for leadership and service to community and to humanity generally.

There are a number of activities in which they engage, all designed to instil values and positive attitudes, on the one hand, and to impart as well useful skills, on the other hand. The promotion of a community spirit is founded on respect for God. As far as is possible, the Pathfinders attempt to provide an environment that is stimulating to young people.

The organisation is financed through subscription and fund raising done by the Adventists in St. Kitts. There is no subvention from the Government. However, from time to time, requests are made on the Clubs to participate in programmes mounted by the agencies of the Government. They do assist where appropriate.

Those in leadership – i.e. the Staff – are all volunteers. There are seven Clubs in St. Kitts, each with over ten members. While they may not have formal qualifications, they are all trained in youth development.

Membership is open to anyone. The Pathfinders embrace young people outside the flock, and is not limited to Adventists. The organisation engages in outreach to young people across the island.

In recent times, the Pathfinders have promoted awareness about HIV/AIDS. Another specific initiative has been in the distribution of food baskets to the elderly: resources have not permitted the organisation to reach all who are in need of such services.

The Pathfinders have campaigned against crime and violence in the society. There is life lost almost every week through violence. This trend has become noticeable with the emergence of gangs on the island.

Some of the youth have succumbing to romanticising over gang-life in the United States. There is evidence of the use of colours to differentiate gangs: use of blue and red sets apart gangs that involve young people in schools.

Drug use has become prevalent, and there is open smoking of marijuana on the streets. There are other signs of decay in the society, and drastic action is required to reverse the trend. This is the environment in which the Pathfinders strive to make a positive contribution.

There is close monitoring of the performance of the Clubs through monthly reports made to the North Caribbean Conference of SDAs which grades the performance of the organisation, and can suggest measures to be adopted where Clubs display inadequacy.

The main challenge to the work of the Clubs has been lack of finance to undertake projects that attract the interest of young people.

The leadership assesses the organisation as average in terms of performance, mainly because of the limitation of resources in serving the clientele that is their focus. However, other agencies seem to rate the Pathfinders much more highly as a result of their impact in some communities, and in the model they have set for emulation by others.

10.6.5 Red Cross, St. Kitts

The Red Cross was established in St. Kitts in the immediate post-World War II period. It has served the country in times of disaster mainly in relief distribution - distributing supplies to victims of natural disasters by way of food packages, tarpaulins, and blankets.

It is well equipped to differentiate 'the needy from the greedy' in times of emergency. It works closely with NEMA in times of disaster. The Red Cross can be relied upon for reaching the vulnerable in a transparent and equitable approach under conditions of emergency and disaster.

Another service is in the form of advocacy for people with HIV/AIDS. The Red Cross runs a support group for persons with the condition. The Red Cross once served as a focal point for Family Health International which was involved in work in HIV/AIDS.

There is also its traditional role in Peer Education for First Aid. It provides community education for vulnerable communities and also for the poor. It also assists persons who may be homeless, and seeks to provide a hot meal every week to shut-ins. In that regard, its personnel visits about 18 to 20 homes. Among the communities with which it works closely are Conaree, Cayon, and Sandy Point in St. Kitts and Brown Hill in Nevis.

It secures resources by way of fundraising in the country, and through its own programmes of income generation. The Government provides some exemptions by way of exit tax on tickets and other travel imposts.

However, the Government is the only one in the region that does not provide a subvention to the Red Cross. According to the management of the agency, it has never received assistance from the Government of the Federation. The Red Cross has been careful to remain non-partisan, and avoids being part of any government organisation.

Having regard to the resources at its disposal, it rates itself as being very successful in service delivery to the poor and vulnerable in the society, especially in situations of emergency.

10.6.6 Rotary Club of St. Kitts and Liamuiga

The Rotary Club has been in existence for 38 years in St. Kitts and 4 plus years in Liamuiga. Its primary purpose is to cater to the humanitarian needs of individual and to provide community and international service.

Its goal is to be most active, visible, and effective in serving the needs of the community. This goal is to be fulfilled by providing opportunities for networking, fellowship and enjoyment for its members, their families and the wider community.

As is the tradition of Rotarians, the Club seeks to bring together a diverse group of business and professional leaders to provide humanitarian service, encourage high ethical standards in all vocations, and build goodwill and peace in the community and the world.

Funding for the organisation is all voluntary. The Rotary Club does not receive any funding from the Government. Sources of income include the hosting of raffles, car rallies and other fundraising activities and donations from other clubs. It is all volunteer in its operations, with its thirty-three members constituting a volunteer staff.

The Rotary Club provides wheel-chairs, and other help for the elderly. It conducts a mentoring programme for High School students, engages in youth development, contributes funding towards a pediatric ward at hospital, supplies assistance for persons in need, and organises rehabilitation therapy programmes. There is an ongoing programme geared towards the elderly.

The Rotary Club of St. Kitts and Nevis is of the view that the organisation can enhance its contribution in the provision of mentoring. There is need for a Math programme, for promoting parenting skills, and for mobilising resources for the establishment of a Children's Home.

There is need as well for promotion of water conservation. These are some of the other initiatives which it is seeking to mount. The Club has been actively involved in social services and is readily recognised as an important contributor in this field.

10.6.7 Salvation Army

The Salvation Army in St. Kitts has been in existence for 102 years. It is financed by subscriptions from members as well as the public. Other sources of fundraising include harvest appeal, mail appeal and at Christmas time the Christmas Kettle and bell ringing to appeal to the public to help the work of the Army.

The primary purpose of the organisation is the religious conversion of persons as well as to help those suffering in the community. Various programmes fall under the purview of the Salvation Army, one of these being "Cradle to the Grave". In the final analysis, the focus of the Salvation Army is on the family.

One of its most important programmes is the pre-school programme which it runs, mainly for children of lower income parents. There are eighteen children in the pre-school. The Salvation Army has a small staff which is assisted by eleven volunteers. The pre-school personnel have had exposure to the programme mounted by the Early Childhood Development Unit.

It charges a standard fee of \$35 per month, which is a little more expensive than the programme in the Government Centres. A hot meal is provided to the children and this may be the only cooked meal that they receive for the day. Some parents have difficulty in paying the fees.

The Salvation Army is also involved in visitations to hospitals and prisons. The males in prisons get to go out and work. The female prisoners, on the other hand, just do nothing in the prison. It must be noted that debtors are sent to jail in St. Kitts and Nevis. The Army arranges classes and trains female prisoners in craft work. Some inmates cannot read nor write. The Salvation Army also assists persons in Nevis. They assist the

Flamboyant Home in Nevis which is run by the Government; some 30 elderly persons are housed there.

The Salvation Army feels that it is critical to have a shelter for battered women and children. Programmes need to be implemented for teenagers and youth at risk. Tracer studies need to be carried out with respect to troubled teenagers. An area of concern for the Salvation Army is the problem of housing in the Federation.

The Salvation Army works closely with the Early Childhood Development Unit headed by Mrs. Walters. It collaborates also with the Christian Council, NEMP, the Evangelical Association and the Education Advisory Board. The Army is open to working with others so that the Mission is implemented. The Salvation Army has been effective in the area of the social services in which it has chosen to be involved.

10.6.8 St. Vincent de Paul

St. Vincent de Paul in St. Kitts has been in operation since 1982. Its primary purpose is to assist persons with difficulties, irrespective of religion, wherever help is needed. Some of the organisation's programmes are as follows:

- Food Parcels – these used to be distributed but now vouchers are provided.
- Burials for those whose families cannot afford
- Dinner for the poor
- Adopt a Granny Programme
- Housing of the homeless

There are other vulnerable groups with problems, but the organisation is unable to assist, because of the limitation of resources. One of the areas, crying out for support is in respect of children with disabilities. The organisation is financed by donations but the Government does not assist.

There are fifteen (15) active members in St. Vincent de Paul, all of whom are volunteers. The organisation works with others such as the Lions in helping the blind through monitoring optical needs. The agency has not been able to achieve, in recent times, the level of performance and effectiveness that it has set for itself.

10.6.9 Youth Impact Ministries

The organisation is non-denominational or cross-denominational in structure. It seeks to bring youth from various segments of the society together and encourages their holistic development by focusing on their spiritual, physical, social, mental and vocational interests. Thus, its work is not limited to the spiritual even though there is sensitivity to the matter of religion.

A major objective is to help young persons to develop into well-rounded individuals. The organisation seeks to be national in scope and to reach youth right across the nation. It seeks to inculcate in young people the notion that whatever the barriers, they can still arrive at self-fulfilment.

The agency is aware of the powerful influence of television on the youth, much of which can be negative. Young people must be assisted to develop a good understanding of what is happening in the world around them and must be motivated to close the gap in knowledge and experience between the nation and the wider world. This involves a change in the mindset about education.

It has succeeded in developing talent among young people. Reference was made to a business workshop that was held on one occasion that led to the establishment of businesses that are still in existence.

There are other important interventions that have been made that have had major impact:

- Rallies of young people
- Home and Family Panels in which young people and their parents were allowed to dialogue
- Project Hope which is an outreach project that was mounted during the Cricket World Cup.

The agency has not focused on poverty specifically, but it has on occasion assisted in material ways through the provision of hampers, and clothing to some households. Nor has it sought to focus on any particular community. However, some of its interventions have assisted youth in some communities. It has assisted youths to get about their education, and has contributed to a scholarship fund at Sandy Point High School. There

are students at AVEC who have benefited from its programme of support. It has conducted business workshops in entrepreneurship.

10.7 COMMUNITY BASED ORGANISATIONS AND SERVICES

10.7.1 Cayon Community Council

The Council came into existence in 2003, but had not been very active at the time of the interview. The lull in activity could be attributed to fighting among the membership, and a conflict between the committee and the Government.

The main issue is that the community was not involved in the building of the Centre. Neither contractors nor the workers in the community got work in the building of the Centre and have been up in arms about it. The Centre was never turned over to the Council. It is alleged that it is being run by an official at the Head Office of the Ministry. There is no caretaker, but there is a cleaner.

Likewise the sporting facilities of the area are not under the control of the Council. During the period of the World Cup the grounds of Cayon were turned over to the other agencies, but there was no discussion, and no dialogue about it. People were not told anything. If they needed the grounds they had to move to another area.

Cayon is deemed to be against the ruling party. As far as some residents are concerned, the Government just dropped a Community Centre on the people of the area. There was no real discussion; petitions were sent to the Government. There is a principle at stake but the authorities did not listen. However, there is no political bias in the conflict.

A few groups use the place regularly, like the Golden Girls Club comprised of retired or elderly people, and by the Pathfinders in the area. While the Council applauds the use of the Centre for recreation purposes, and for the holding of weddings and birthday parties, and the teaching of music, it could have been used for as well for academic courses needed by people in the community.

Educational activities in the area, especially for the youth, male and female, would have kept them out of mischief. There are the teen mothers who need programmes for upgrading. An initiative on the part of the BNTP to bring such a project to the community fizzled out which was disappointing to the Council.

There is evidence of poverty in the area. Sugar is dead in Cayon. People have migrated to other sectors and activities; former sugar workers have not returned to agriculture; the land is owned by the Government and is in 5 estates.

There is also serious gang violence in the area. There are gangs in Cayon, including the Upper Cayon Gang. It is alleged that supposed gang members in Cayon cannot go across to St. Peters and have to go over the hill to get to the football field when they have matches to play.

In sum, the Council has not been able to deliver on the promise with which it started and has no real control over the Centre in the community, which is the primary locus of community activity. There is a widely held sentiment that the Council as the local community organisation, has not had any support from the Ministry responsible for Social Development, and this has limited its effectiveness.

10.7.2 Molineux Youth in Action Club

The organisation has existed since 1992. Its primary objective is to contribute to the lives of young people and children in the area. There was little by way of structured activity in the community, and the Club introduced an after-school activity programme which is held twice per week.

The Club organises games, homework activity, promotes hiking, and encourages young people to celebrate their parents, starting with Mothers' Day. They are also encouraged to participate in community activities like clean-up campaigns in the area.

Initially, meetings were held at the office of a Political Party where youth of the area tended to congregate, but subsequently it was possible to shift the meeting place to the Molineux Primary School.

In developing the programme, the initial organisers consulted with the young people of the area at the time. There were over 100 children at first with the four volunteers. There are over 200 children now involved. While the organisation is not aligned to any particular Church, there is a strong Christian tradition evident in its operations.

It was self-financed in the beginning, with its annual Christmas Party being an important occasion for raising funds, but over the years, it has got support from such sources as the BNTF, the Development Bank and the World Bank. The Business

Community has also assisted and can be relied on for regular support. All staff members are volunteers.

In the more recent past, its programmes have been built around:

- Swimming lessons over two weeks, with a coach in attendance;
- Summer youth programme, which consists of work-shops in art and craft, at which items are produced and may be sold;
- Awards for role models, with dinner functions hosted at Frigate Bay Hotel;
- The Clean-up Campaign in the community;
- The scholarship programme for primary school students.

While programmes are open to all youth in the area, Youth-at-risk have participated in the programme, and indeed, those who are best-off have not always been forthcoming. The organisation rates itself as making a significant contribution to the area, and this perception seems well founded.

10.7.3 Saddlers Collaborative Interest Group

This organisation has been in formal existence for just over 3 years. Thus, it is a fairly young group. It suffered the loss of its founder and president in the last year. Its primary purpose is to promote a civic-mindedness among the villagers and especially younger people, who are the primary targets of positive change. Indeed, its constitution is about service to younger people.

This purpose is fulfilled through various projects. It has sought to assist young people to form groups for positive development. It has sourced support for presentations, workshops and lectures given by teachers, Police Officers, and representatives of private sector agencies. This initiative was mounted in the wake of the emergence of gangs in the period 2001/02, when violence was being perpetrated by young people.

The group's objectives are to foster:

- Family relationship restoration;
- Self-development opportunities;
- Integration (church, school, home, community) to enhance the image of the community;
- Establishment of a village council.

Its clientele is students from grade 6 through to high school years, with both male and female students. The criteria used in selecting clientele bring the organisation in contact with at-risk youth which includes most of the youth in the community. Most are raised in single-parent homes and are exposed to various risk factors.

The organisation is financed through monthly contributions, and through fund-raising activities that it mounts from time to time. There is also some support from the Business Community.

It is an all-volunteer organisation, but the support of members is not consistent. There are five persons in management, and community members are invited to the monthly meetings. There is a core of about seven members.

The main types of services provided are: mentoring of youths (male youths in particular) group promotion of study groups, and community upliftment by the beautification committee.

A centre in the community would be most useful to the group and would eliminate the use of a classroom at the primary school. The sports centre is seen as being distant and the turn-out is poor whenever it is used.

The organisation rates the services provided as good. It collaborates with other groups like the Rotarians, the Saddlers Sports Club, the St. John's Parish and the Dieppe Bay Community as well.

10.8 HOUSING

Housing constitutes an important component of the social infrastructure. Since the Moyne Commission, the Governments across the region have come to accept that there is a role for Government in the provision of housing for the population at the lower end of the income scale. The private tends to under-supply of housing relative to the needs of the lower income group.

10.8.1 National Housing Corporation

The Corporation had an earlier incarnation under a different name in the late 1950s and was known as CHA. There was a name change in November 1996. In the early days, the main source of funds was the Colonial Development Fund. The agency has always been

funded by state funds. It has a staff of 33 people, including technical personnel like building inspectors.

The primary objective of the organisation is to provide affordable homes to the population. This might be done by providing land at the lowest cost, and by duty free concessions for developments. Securing land is a major problem in satisfying the housing needs of lower income people. The Corporation now has to pay for what were previously the sugar lands, and there is no guarantee that this would be cheap. The provision of housing for low income people remains a major challenge.

The lowest cost two bedroom home of just about 600sq.ft costs in excess of EC\$75,000. It is assumed that with such a structure, the beneficiary would be responsible for installation of cupboards and the like. The mortgage would amount to between \$300 and \$400 per month for the beneficiary. Thus, one would need to be working for about \$1600 to qualify for the mortgage on such a home.

Another approach has been provide 'half of a house' in which the beneficiary could enter and live immediately, and can complete the structure as means allow. It costs about \$35,000 to \$40,000, and the mortgage on this type of home would be just about \$200 per month. This approach has not been very popular. Generally, the Corporation has had to manage the other problem of high arrears on the part of its clients. There is now a complementary arrangement supported by the Ministry of Agriculture and Housing that allows owners of 'half of a house' to secure loans to add the other half.

The Housing Corporation has oversight of homes being built on contract to be distributed to the public. Once constructed, the Corporation takes control until keys are allocated to new owners.

The Corporation gauges the demand/need for land and for homes from the applications that it receives. Based on the level of applications, the Corporation seeks the assistance of the Government in securing land. The need has been quite substantial.

The Government has also attempted to secure loan funding for onlending to the population. The Caribbean Development Bank and the Social Security Board have been important sources for funding. There are other agencies like the Development Bank that complement the work of the Housing Corporation through the provision of mortgages.

The Board does the selection of persons to be provided with housing. It seeks to give weight to the ability of the client to service the mortgage. However, there are occasions when the humanitarian factor may need to be invoked, as with women subject to spousal abuse.

While it cannot be said that the agency is excellent in service delivery, it has improved on the way things were done. It has cleaned up on its earlier image. For example, it follows a regime of reporting both on a monthly basis and an annual basis.

It works closely with the Ministry responsible for lands and, of course with the Ministry of Housing to which it is responsible.

10.9 PUBLIC UTILITIES

The utilities contribute to the quality of life of the population, but also create the base for the production of economic goods and services.

10.9.1 Ministry of Public Utilities

This Ministry has overall responsibility for road works, water, lights and infrastructure. All capital projects are budgeted for through the Ministry in the annual budget. The challenge that the country faces at the present time, has to do with sustaining the utilities with the user charges derived from the general public. There is little recourse but the revision of formulae for cost recovery.

One concern has been the matter of energy prices in the light of the cost of imported oil, and in more recent times, there has been discussion of alternatives by way of the use of wind, biomass, and the use of bagasse. The Government has received proposals and is examining these to reduce the burden on the country. It has, however, taken advantage of the Venezuelan initiative and the benefits are likely to be considerable, although the fuel that is likely to be available would be of the heavy fuel variety. An EIA is to be conducted presently in respect of storage facilities for these imports.

Assistance from Cuba has helped in terms of energy-saving bulbs for home users, and this has been a lifeline for many people, especially those below certain levels of income. While there is the principle of applying a surcharge to take account of increases in fuel prices, customers below a certain threshold level of income are exempted. The same principle applies to water where there are exemptions for certain households.

The country has not yet warmed up to the idea of the use of solar power, but there is at least at the official level, some discussion of it. There is also energy conservation which has been encouraged. The switch to diesel is also another option, in addition to looking at the size of vehicles. There is also some concern with reference to the import of reconditioned vehicles.

In respect of land, there is an element of subsidy in some of the projects. It costs about \$8.00 per square foot to develop land, but this may be sold at \$4.00 per square foot to households in certain income brackets.

The country has to prepare for disasters of different types. There are earthquakes, floods, and of course, hurricanes, and it is accepted that projects must anticipate at least a Category 3 hurricane. In respect of public buildings, the target is to achieve the capacity to withstand a Category 5 hurricane. The supplies and materials used, and the techniques of construction by which the buildings are built, reflect this objective.

There is also the matter of sea defences. There is a coastal revetement project, with work being done from Old Road to Sandy Point, in arresting coastal erosion. There has not been much work done on the Atlantic side, but rather on the Caribbean Sea side of the country. There are also areas around Fisherman's Wharf and Fort Charles which need to be looked at, and there are erosion problems near the Ocean Terrace Inn.

There has been some amount of sand mining of the beaches. Fortunately, deposits of sand have exceeded what has been removed from the beaches, so the beaches have not been severely affected and the problem is being controlled.

There is a challenge posed by the termination of the sugar industry that has to be addressed, viz. the management of the lands owned formerly by the industry. With regard to housing, most of the sewerage disposal is by septic tanks. There has been little by way of overall sewerage development. The planning authorities are concerned about the impact of septic tanks on aquifers: proximity to aquifers is likely to lead to problems with sewerage, eventually. A sewage plant is being contemplated. The disposal of garbage comes under the Ministry of Health and the Environment.

There is no regulator for electricity, but the Ministry is of the view that electricity is provided efficiently and effectively and a tariff study is to be done to examine the true cost of operations. The adjustments that have been allowed by way of surcharges to deal

with the increases in the price of fuel have meant that, by and large, the Electricity Corporation defrays its costs. It remains 100% government owned.

Rationalisation of staff, however, is to be undertaken. There may be need to establish a statutory organisation to improve efficiency; but all this is to be decided when a regulator is appointed and the department responsible for electricity is no longer a department but is at-arms length in a Corporation or a statutory entity.

10.9.2 Water Services Department

The Water Services Department is an agency of Government, supported by funding from the Consolidated Fund. The agency has a work-force of over 130 people. Its primary function is the winning and distribution of water.

Potable water supply is derived from a number of sources. Ground water provides for 65 percent of requirements. One of the problems with the ground water sources is their vulnerability to seepage from septic tanks: with the proliferation of septic tanks, this source can be compromised.

Springs and streams, including surface streams, supply the other 35 percent. On the island of St. Kitts, it is not possible to get enough to deliver to arid areas. Urbanisation has created an increase in demand, as for example in Basseterre. On the other hand, there may be areas with excess capacity. There are no desalination plants in the public supply system. There are two desalination plants run by two of the hotels – The Marriott in Frigate Bay, and La Vallee.

Normally, the non-payment of bills will result in the cutting of supply to clients. The increased cost of operations in recent times has been due to the costs in the Government itself. The last increase in the rates charged was in 2001. The minimum charge is \$20.00 per month. It is expected that the average person would need to consume 1000 gallons of water per month.

Rates are graduated upward, with the average cost per thousand gallons at \$7.20 for the first 2300 gallons, \$9.60 for the next thousand, with the highest rate being \$12.00 per thousand. There is a commercial rate of \$15.00 per thousand gallons.

There have been discussions in recent times about the introduction of privatisation into the supply of water. The Caribbean Development Bank is conducting a study in respect of electricity, and there may be an extension of this approach to water subsequently.

The agency does exercise some discretion in dealing with the indigent and the poor in the country. The relevant Ministry of Government would propose exemptions for poorer persons.

10.9.3 Communications

Fixed line telephone communications are provided by Cable and Wireless. The Company has introduced broadband services and these are quickly superseding dial-up among the population. Indeed, there is evidence that the lower income groups in the society are quickly embracing the internet.

Cable and Wireless launched the sale of laptop and desktop computers at very low prices to allow large numbers of people to secure access at the lowest possible costs. The average lower income client would finance their purchase through their credit union.

10.10 DISASTER MANAGEMENT

10.10.1 National Emergency Management Agency

NEMA started operations in 1995. Since then it has had to deal with hurricanes like Louis, Marilyn, George, Jose, and Lenny. It is their concern that the man in the street has not yet understood the challenges created by global warming. The scientific information has attracted little attention at that level. It is only technical people who have been discussing the issue in St. Kitts and Nevis. There is generally a lack of awareness among ordinary people, or at best mixed information. This might have to do with the fact that in the USA the issue is not being addressed in a way that would trigger attention on the part of the general public in St. Kitts. There are indeed mixed signals coming out of the USA.

NEMA is now well established, and relates to a number of agencies in St. Kitts. It has also been involved in providing general education. At the level of schools it has been able to encourage some discussion among students.

There has been some impact, however, of its work on the planning of buildings and there is a greater tendency for people to build with shutters in their homes to withstand hurricanes. There is recognition of a need to build in safer ways. However cost is a factor, and some people may actually go counter to the drawings that have been approved. There is need for enforcement, and this is problematic; people hide from the inspector, and may get away with things sometimes. They would use lots of glass but avoid using impact-resistant glass. Actually, they tend to dislike shutters. However, there are enough people who want to reduce the impact of hurricanes on their homes.

NEMA works through district coordinators who are located within the constituencies. Their work is organised at a district level, with coordination being done from the centre. At certain times of the year they get themselves ready. There is ongoing training among groups so that people can assess damage. There are people on the spot to confirm in the event of a hurricane, what might be needed. There is a central warehouse, but there is no supply infrastructure at a local level. However, at the local level real-time information can confirm what may be needed in the event of a hurricane. The people on the ground are the ears and the eyes of preparedness.

There is a small staff of 7 at the local office. There is response equipment, and the Public Works Department is the natural ally of NEMA. They keep in stock roofing materials and emergency lights. But no vehicles are kept, and there are no stocks of foodstuff. It is expected that the Chamber of Commerce and the relevant business will release food supplies in the event of a hurricane, so they do not stockpile foodstuffs.

In any event the Puerto Rico (USA) is nearby, as is Barbados, so there is the feeling that between these two locations, St. Kitts-Nevis can be readily provisioned following a hurricane. There is an all-volunteer team, and there are committees across the board and around the board that cajole and encourage people to work together. Nevis is treated as a district in the entire operation.

10.10.2 Physical Planning Department

There are spontaneous settlements emerging in various parts of the island of St. Kitts, all exacerbated by the closure of the sugar industry. No recent surveys have been conducted to determine the size of the problem. A Physical Development Plan has been approved and this would guide planning in the country for the next fifteen years.

The main thrust of the plan is the management of land in the context of sectoral requirements of the economy. The spatial development strategy accepts that there will be growth poles outside of Basseterre, Cayon and Sandy Point which are the main urban areas on the island of St. Kitts. It is noted that Cayon has had a higher concentration of poverty than Sandy Point.

It is expected that the Government and the private sector will focus their activities in these urban centres. In addition to the growth poles, there are likely to be district centres, with some minor services. The Government has noted the migration to Basseterre, but is aware that there are many people who would elect to remain in their communities if there were suitable facilities and upgrading of services.

The Plan takes account of poverty alleviation and reduction programme that was derived from the last poverty assessment, and represents an integrated approach to planning.

Climate Change is also a factor, and in earlier in the year, the Coastal Zone management Plan was initiated. In the past, one looked merely at expenditure on physical and built development. In the new scenario, there is going to be a focus concurrently and in tandem on the impact on the marine environment with a systems management plan factoring the various components. Moreover, there is need to take account of natural hazards in all areas of physical planning.

The member states of the OECS are all upgrading their building codes, and marine protection is also an area being addressed in the Integrated Planning Systems that countries are adopting. Also EIAs are now required of all major projects. In smaller projects, an Environmental Review is required.

In the case of St. Kitts, there is need to take account of drought and arid conditions that afflict some areas of the island. In the Half Moon Area, there is need for back-up storage of water, and cisterns are necessary to deal with water shortages. There is need for mitigation measures to be introduced in light of conditions.

In Nevis, the legislation is different, and there is separate planning legislation. However, the same building code is in place. By and large, building construction has to anticipate a Cat 3 event. Actually, Grenada was the first country of the region to approve the OECS guidelines. However, its stock of older buildings could not withstand Ivan.

On the other hand, Ivan has prepared the country and other parts of the region to recognise the importance of observing the building code which takes on board wind loading, and seismic activity. Attention is now given to handling safety and fire suppression. Setbacks are important for fire-fighting. There is also need to take account of crime in treating with building construction.

There is a Land Use Management Plan in dealing with the exit from sugar. One important hallmark is establishing compatibility among the activities to be developed. The immediate problem with the sugar land is the issue of environmental degradation of lands, and the spread of parasites: there is a deadly species of grass which is very flammable and is capable of destroying other vegetation in the area. It is also penetrating into the forested areas.

There is also the challenge of the spread of rodents. Rats are nesting in the erstwhile cane fields now that there is no weeding and cleaning in the abandoned sugar estates. There were a number of functions that were inter-related in the production of sugar-cane, and with the discontinuation, there is now a major environmental challenge. The impact will be felt at a number of levels.

Some 98 percent of the agricultural lands are leased from the Crown. Praedial larceny is making it difficult for farmers to protect their investment. It may be necessary to modify the rules such that more habitable structures can be built affording farmers greater presence on the lands which they are farming.

Indicative zoning is being practised, and where there is to be any departure, a formal request has to be made since the zones are clearly defined. Agricultural lands are not being sold by the state.

There are areas allocated for tourism development. The White Gate Project is under a statutory agency. The experience of Frigate Bay has been instructive. Up-scale real estate has the effect of pulling up the values of property and of also of land taxes. This is what happened on Nevis. Increasingly, poorer people cannot afford to pay land tax because of the value of the land. The result is that locals are gradually alienated. The Bahamas is another case where the property tax was increased and that led to a loss of land to the population. The owner of land in Saddlers should not pay the same property tax as the owner in Frigate Bay. One can anticipate a perversity with 'development' not leading to people being better off.

There has been no recent cadastral survey, and what exists relates to colonial times; nor are there digital records. There is legislation in the Federation to deal with speculation. The Property Tax is important but there will be need to examine how it is administered since one needs to avoid creating conditions where people become landless. The move from rental value to assessed value has major implications. The South-East Peninsula of St. Kitts that yielded \$3m before, might net \$15m in the new arrangement.

The situation in Nevis is different to St. Kitts: in the latter, the State owns most of the land. The new thrust in real estate development is likely to come in the north in the White Gate Project and in Kittitian Heights. The Government is selling lands in the area and new resort communities will develop there.

The authorities are monitoring the debate and what is taking place internationally in respect of Climate Change, the Convention of Desertification and the matter of Sustainable Livelihoods.

10.11 THE ENVIRONMENT

10.11.1 Environmental Health Department

This Department was known previously as the Department of Public Health. Its responsibilities are defined in the Environmental Health Act which represents the revision of the Public Health Act of 1968. The Department has responsibility for environmental health, water quality, port health, food safety and vector control and has a staff comprised of Environmental Health Officers, Vector Control Officers. EHOs are required to make environmental inspections in all households and businesses/all premises.

In the view of the management, communities throughout St Kitts were relatively clean. Communities tended to mixed, in that it was normal to find residents in different income brackets living side by side.

The dumpsite had been upgraded to a sanitary landfill. Housing in the Conaree was upgraded and households and businesses in the area were provided with vector control and food safety services by the Department.

However, there remained some major problems. Littering was an environmental concern island wide. Some residents dump white bulky waste (discarded refrigerators, stoves, etc.) in the ghauts. There were initiatives from time to time to increase public awareness and to promote good practices. The Rotarians have been well-known for their efforts in this regard. The Department of Environment and the Parks and Beaches Unit (now under the Ministry of Agriculture) also organise beach clean-ups. In addition, the Parks and Beaches Unit clean verges and is responsible for beautification throughout the island.

The main environmental health challenge in low income communities was sanitation: there are areas in Old Road where it is impossible to put toilet facilities because of the rocky terrain, and in Newton where the water table was high.

One of the difficulties faced by the Department has been the insufficiency in personnel, with the result that public health monitoring and surveillance at the community level have not been maintained at previous standards.

10.11.2 Department of Physical Planning and the Environment

The Department has oversight of building control in the country and is expected to ensure that all structures comply with the provisions of the Planning Act. Housing constitutes a large component of its remit, and is an area of considerable activity.

The National Housing Corporation has a programme for the construction of housing for low income households. The 'Starter Home Programme' came about to provide hurricane relief.

Funding has also been procured from the Government of Venezuela for the development of housing for sugar cane workers. The Government also provides mortgage assistance by providing loans to civil servants on reduced interest rates. There are various private housing projects, located usually in Basseterre and environs which generally target students.

In the past, the housing was comprised of a much higher percentage of wooden homes on wooden or concrete stilts. The hurricanes in the 1990s wrought havoc on such homes which were replaced by concrete structures. Generally, these comply with the standards set in the building code - Uniform Building Code - adopted by St. Kitts and Nevis. The code ensures that homes are now built to withstand hurricanes of up to Category 3.

There are a number of challenges faced by the Department including:

- Building construction without approvals - some residents build without permission, and with the shortage of staff, the Department may be unable to monitor such breaches;
- Squatting - this has become a major issue as with the closure of the sugar cane industry, there have been spontaneous settlements on lands previously under sugar cane;
- Environmental Degradation - sugar cane production ensured that the soils were covered for most of the year and so protected them from erosion: the closure of the sugarcane industry has meant that more land would be vulnerable to degradation;
- Awareness of Climate Change - while the public was aware of typical environmental issues, there was a general lack of awareness of the implications of climate change and the ensuing consequences for SKN: the Department was partly responsible for this failure since much more attention was paid to international objectives than to educating the population; and
- Institutional Gaps - while there have been a number of Acts to guide environmental management, the supporting regulations had not been operationalised.

10.11.3 Water Services Department

The Water Services Department forms part of the Ministry of Public Works, Utilities and Posts. The Department was originally part of the Department of Public Works. It emerged as a separate department in the 1970s. The overall purpose of the department involves the collection, production, treatment and distribution of the water. The department also has responsibility for management of sewage.

The collection of water is more prevalent in Nevis which has its own Water Services Department. Springs account for one third of the island (country) water sources, while wells accounts for the rest.

One hundred per cent of households are connected to the public supply either through the direct connection to pipe mains and are in close proximity to stand pipes (200 to 300 feet). About 98% have connections to homes.

In St Kitts, water is supplied 24/7 except during times when there are interruptions to the services and this happens only occasionally. Generally the situation is the same in Nevis. However Nevis can be classified as water scarce receiving approximately 60 inches of rainfall annually. The average water demand for St. Kitts is about 5.5 million gallons per day, while 6 million gallons is produced daily. In low income areas, four out of five homes would have a direct water connection. Most connections are not metered. Residential connection generally cost EC\$325 while the average consumer pay a minimum of EC\$20 per month.

The problem with revenue collection can be seen as a serious issue. However this was not linked to people's inability to pay. The department does not usually disconnect consumers and they can make arrangement with the department to pay arrears.

Water rates are low compared to other countries and to other public utilities. Industry standard states that 2% of income should be allocated to water bill. The electricity bill is usually very high, while water is extremely low.

In 2001 there was an increase in water rates. Because of this residents took stock of their water usage and people became more conscious of water use. Larger high income homes tend to use more water compared to smaller homes. Water usage also varied in the rural and urban locations with daily per capita water use in the rural areas being lower than in urban areas. The tourism industry displayed relatively high daily water consumption levels. Residential water use was 50% of the total water volume. Agriculture did not account for much water use.

There are current plans to increase water production levels. It was reported that there were untapped water reserves in St. Kitts. It was estimated that the reserves can support the daily production of another five million gallons of water, but a lot would depend on financial ability of the department to develop these reserves. All depended on the nature of developments proposed for St Kitts: the developments being considered might require consideration of water desalination options.

There was no centralised sewerage system in St Kitts/Nevis. Most homes have water closets, based on septic systems. Consequently public baths are no longer common occurrence as in the past. However, there has been little monitoring of these septic tank systems. There was no authority to comprehensively address sewage management. Livestock waste was managed on an ad hoc basis.

The major challenges faced by the Department were:

- Billing and collection – the department did not have control of billing process, which was controlled by the electricity agency. Plans were underway, sponsored by the CDB to corporatise the electricity agency;
- Budget constraints- operations had grown over the years, particularly since the department has had to drill more wells, but the budget for maintenance of infrastructure had not been increased;
- Human resource –the department had a large staff complement, but there was need for more staff at the specialist and skilled levels;
- Water Quality (Chlorination) – at the time of the interview about 20% of the water supply was being chlorinated in the Basseterre: there was a need to increase that figure to 80% in the next two years;
- Monitoring of water quality – it was critical to monitor the quality of water to ensure public health: The Environmental Health Department usually monitored the water supply, while the Water Services Department monitored well heads, thus making close coordination most imperative. It was reported that water quality at the well head was generally good.

10.11.4 Department of Forestry

There was little monitoring of the forest resources of St. Kitts at the time of the interview. The Department of Agriculture previously had responsibility for forestry and forest management. That responsibility had since been transferred to the Department of Physical Planning and Environment. In the previous dispensation there was a programme for monitoring of the forest. While there was still a position of Forest Officer, the incumbent was not in the Unit with responsibility for monitoring of forests.

The forest was mainly used by tourism industry – mainly visitor tours. There are forest trails which are reportedly maintained by the Department of Tourism and the Department of Environment.

10.11.5 Brimstone Hill Fortress National Park and the St. Christopher Heritage Society

These two organisations share management and membership, and are the most recognised agencies operating in the field of the environment and heritage in the Federation.

There have been few dedicated Environmental CBOs. One such organisation is the St. Kitts Sea Turtle Monitoring Network (SKSTMN), a community based non-profit organisation established in 2003 to monitor nesting sea turtle populations and to act as an advocate for the strengthening of legislative framework to protect sea turtles.

While there have been few dedicated environmental CBOs, there are a few community-based groups which may have environmental activities as part of their portfolio of activities. Green Valley Committee and the Rotary Club of St Kitts are two such non-government organisations. Most of the CBOs are very small and have no secretariat.

The Heritage Society is the main heritage association in St Kitts. The society collaborates with the Nevis Historical and Conservation Society, non-profit organisation established to conserve the natural, cultural and historic heritage of Nevis. The Society also collaborates with the Youth Path Project through the training young people for ecotourism related activities. The Youth Path Project is geared at poverty alleviation through Tourism and Heritage Development. Participants in the project are trained in a wide range of subject areas to gear them for work in the tourism sector and more specifically heritage tourism. Participants of the Project are between the ages of 15-25 and came from underprivileged areas.

The Society received funding from a US philanthropist who provided small grants for historical/ environmental projects, MUKTI Fund. Funding from this source lasted for 15 years but was terminated about 5 years ago. This was seen as a very successful project.

Brimstone Hill Fortress National Park is a UNESCO World Heritage Site of historical, cultural and architectural significance. Although Brimstone Hill and Fortress belong to the Government and people of St Kitts and Nevis, it is managed by the Brimstone Hill Fortress National Park Society (BHNAPS). First established in 1965, the BHNAPS has been in existence for more than 40 years.

The primary purpose of the society is to conserve, preserve and maintain Brimstone Hill Fortress and to promote and increase awareness of the culture and history of the island. After the British left St Kitts, the fortress fell into disrepair. The government, business community and others came together and provided the funding needed for the repair, restoration and maintenance of the fortress. The Brimstone Hill and Fortress became a national park within the terms of the National Conservation and Environment Protect Act (1987) which gives the Brimstone Hill Fortress National Park Society "the power to make and enforce Regulations for its management and administration."

The BHNPS is a voluntary organisation registered as a non-profit company. Its Management Council, which is made up of elected representatives of its members and two Government nominees, made all policy decisions. The administrative functions are based at Matheson House in Basseterre, including the CEO and the Administrative Officer, whilst the day-to-day operations are handled by the Park Manager who is based at the National Park. The objectives of the management include the:

- Preservation, restoration and interpretation of the Fortress;
- Protection of the integrity of the park; and
- Presentation of the site as a visitor attraction and place of information on the country's history and heritage.

There are some 20 persons employed by the Society. However there are some volunteers including locals and personnel from the Peace Corps of the United States.

The main features of the site included the museum and visitor orientation centre, gift shop, canteen, audio tours (through the use of multi-lingual handsets), museum assisted guide tours.

Funding for the maintenance and management of the Site is obtained mainly through visitor gate receipts, rental of multi lingual audio handsets, canteen and cellular sites. More than 50,000 persons visit the monument annually most of whom are overseas visitors – mainly cruise ship tourists. Most years, the operation of the site records a surplus of net revenue which is used to support historical, cultural, educational, and community development initiatives, for example, the purchase of costumes and instruments for local folklore groups, placing advertisements in community-based publications such as Community Crime Prevention Handbook and the St Kitts Music Festival. The Government assistance would be obtained for road repairs and the provision of electricity.

To strengthen its status as a local heritage and its use by locals, a special but lower group rate was established, while no admission fees were charged for schools tours and some ministerial visits. The National Park was promoted as a site for school tours, picnics, weddings and family gatherings. Teachers were also encouraged to incorporate the site as part of their curricula.

In recent years, the Society has made significant contributions to community, social and economic development. The Society disbursed small grants to NGOs and CBOs working in the areas of intangible cultural heritage and history. The D. Lloyd Matheson Trust, which was established in 1997 in memory of a past President of the Society, to assist the publication of books and other educational materials; help NGO and community initiatives in cultural and heritage development; and present awards to outstanding contributors in the fields for education, conservation, culture and heritage. The Society has been outstanding in its work in the country.

The following summarises in tabular form, the nature of the contribution, and the effectiveness of the various institutions.

No.	Name of Organisation	Primary Focus	Key Actions for Improving Lives of Persons in St. Kitts	Score
1.	Ministry of Agriculture	Developmental	Was supposed to be at the centre of the diversification out of sugar; agricultural policy post sugar, not well articulated with other policies of Government, especially with regard to the tourism/agriculture linkage; decisions on land use at some remove from the Ministry of Agriculture; large scale land-intensive projects seem set to eclipse agricultural initiatives; limited evidence of new agri-business in the post-sugar environment; lands being degraded and being lost to future agriculture.	3
2.	Fisheries Department	Developmental/Regulatory	Is supposed to regulate fisheries sector and ensure sustainability; stock assessment being done; lack resources to monitor sector and enforce restrictions	2
3.	CARDI	Developmental	Has done as much as possible to assist in the development of an infrastructure for diversification; official structures not well geared to take advantage of support available from CARDI;	4

No.	Name of Organisation	Primary Focus	Key Actions for Improving Lives of Persons in St. Kitts	Score
4.	Ministry of Industry, Commerce and Consumer Affairs	Developmental, Regulatory	Has been actively involved in the promotion of SMEs and in coordinating technical assistance for the sector directed at training nationals to become effective entrepreneurs; has sought to ensure participation of nationals in new tourism complex at Port Zante; has helped in mitigating the effects of the escalation on prices of imported food products on the local population;	4
5.	Development Bank	Development	Has been involved in onlending funds from various agencies to entrepreneurs in different sectors; has established a Business Development Centre to provide training and technical assistance and extension service for business people; student loan programme is an important component in portfolio;	3
6.	Small Enterprise Development Unit	Developmental	Works closely with the Development Bank and targets a subset of clients in the promotion of business – young people; and micro and small enterprises; has helped in the establishment of cottage industries;	3
7.	St. Kitts Cooperative Credit Union	Developmental	Has developed a wide membership and in the source for finance for a range of small businesses, in addition to supply of consumer credit loans; has contributed to inculcating good savings habit among Kittitians;	5
8.	Dieppe Bay Fishing Cooperative	Developmental	Provide cooperative services to fishers in Dieppe Bay; has not been able to attract young people; falling enthusiasm weakens effectiveness of Cooperative	2
9.	Foundation for National Development	Developmental	Was established with support from abroad, but is now responsible for sustaining itself; has been involved in the MSME sector in the provision of loans; has focused on women entrepreneurs in more recent times; operates in a private sector mode; resources for onlending have been subject to intermittent flow;	3
10.	Central Marketing Corporation	Developmental	Buying agency designed to assist in marketing non-traditional crops.	2

No.	Name of Organisation	Primary Focus	Key Actions for Improving Lives of Persons in St. Kitts	Score
11.	Chamber of Commerce	Developmental	Engaged mainly in advocacy on behalf of the sector, especially in respect of representing their views before the Government; supportive of industry and commerce through the provision of information to members;	3
12.	Large Scale Corporate Sector	Developmental, Supportive	Consists of two larger firms engaged in distribution and a range of commercial activities – Horsford and Trade and Development Company – and the communications firms – Cable and Wireless and Digicel; provide some of the better paying jobs in the economy; display good corporate citizenship in providing scholarships, assistance to youth groups and other contributions to community;	4
13.	Ministry of Finance	Developmental	Major challenge is in managing debt burden and in reorganising the tax system, in light of regional and international agreements; seeks to exercise fiscal prudence and ensure equity in distribution of expenditure and in raising revenue; has to manage tension of facilitating entry of foreign capital, including economic citizens and empowering locals through SMEs and land distribution;	3
14.	Ministry of Tourism	Developmental	Exercises oversight over the tourism industry.	3
15.	Tourism Authority	Developmental/ Regulatory	Has responsibility for regulation but limited in sanctions it can apply; has had to rely on suasion.	3
16.	Tourism Association	Developmental	Represents the interest of a wide range of agencies involved in tourism.	3
17.	Ministry of Sustainable Development	Developmental	Key player in the mobilisation of resources for social and economic development.	4
18.	Office of Labour Commissioner	Developmental/ Regulatory	Is involved in all areas of labour/management relations – facilitating tripartism, conflict resolution in labour relations, minimum wage fixing, labour inspection, upgrading of labour force, work-permit administration	4

No.	Name of Organisation	Primary Focus	Key Actions for Improving Lives of Persons in St. Kitts	Score
19.	St. Kitts Trades and Labour Union	Supportive	Seeks to support members by winning best terms and conditions; loss of membership with the closure of sugar industry, and the decline of manufacturing and offshore processing arrangements; has not been able to sustain membership growth with the rise of a services economy;	2
20.	Social Security Board	Developmental, Supportive	Guarantees minimum pension for workers; has succeeded in ensuring that the self-employed are registered and contribute to social security; expects to extend social protection in areas of health insurance and unemployment insurance; undertakes judicious investment of members' funds;	4
21.	Ministry of Health	Preventative, Supportive	Provides the range of primary care services within easy reach of population; no overt barrier to services, but persons of school age and over 62 are exempt from charges; some secondary services available, and support for tertiary care abroad selectively available from the state; demands outstripping supply and national health insurance being actively considered; has programme in place for HIV/AIDS; challenge of migration of nurses and doctors; life style diseases major challenge.	4
22.	National Advisory Council on AIDS	Supportive	Has helped society in denial to come to terms with HIV/AIDS; has reduced the stigmatisation of disease and encouraged testing; tourism associated with spread of disease; male and female commercial sex workers in evidence; promotes behaviour change including use of condoms.	4
23.	Ministry of Education	Developmental, Supportive, Remedial	Constant efforts to upgrade universal primary and secondary education; supporting expansion of remedial programmes and promotion of technical and vocational training, and adult and continuing education; collaborates with organisations abroad in introducing programmes to expand offering and overcome limitations of small size of country; societal challenges still to be overcome in ensuring high level of commitment to education and life long learning;	4

No.	Name of Organisation	Primary Focus	Key Actions for Improving Lives of Persons in St. Kitts	Score
24.	Early Childhood Development Unit	Developmental/Regulatory	Has laid strong foundation for early childhood education through programmes in place; regulates rest of sector providing service to the community; provides training to persons involved in private system; universal early childhood education; imminent; resources strained by inflow of immigrants.	5
25.	Project Strong	Developmental/ Remedial	Provides second chance to teenaged drop-outs of near drop-outs of the school system; has assisted potential deviants to secure training appropriate for labour market entry; provides for resocialisation of youth-at-risk, by touching their psyche, and has been successful in reorientation;	5
26.	Ministry of Social and Community Development and Gender Affairs	Developmental, Preventative, Remedial, Supportive	Provides a range of community level services; is responsible for social welfare including public assistance, foster care and child protection; promotes the development of community councils; has developed an infrastructure of multi-purpose community centres across St. Kitts, accessible to the various age groups in communities; internet access, and library services available; still need for revival of community development with full participation of the population; not well equipped to treat with emergence of gangs in the society, nor with social integration challenges in the light of the increasing diversity of the society.	3
27.	Department of Youth	Preventative, Developmental	Has tried to reduce possibility of duplication of services by collaborating with related departments; attitudinal challenges among the youth, oriented to seek after money but not willing to work for it; efforts in the few home-work centres has established the need for a national after-school programme.	3
28.	Basic Needs Trust Fund	Developmental	Provides training and developmental assistance to groups and communities with a range of vulnerabilities.	4
29.	Ministry of National Security	Developmental/ Regulatory	Has responsibility for security of the person and maintenance of law and order; lacks resources to cope with anti-social behaviour, expansion of drug trade and smuggling.	2

No.	Name of Organisation	Primary Focus	Key Actions for Improving Lives of Persons in St. Kitts	Score
30.	Anglican Young People's Association	Developmental	Has worked among the youth in creating mind-set focused on development and self-upliftment; waning of support among volunteers has weakened the contribution of the organisation	2
31.	The Grange	Supportive	Provides quality geriatric care in private sector mode; collaborates with off-shore Nursing School as location for practicum exercises;	
32.	Nyabinghi Order	Supportive	Seeks to support most vulnerable in the society, especially children 'without' fathers with income generated from farm that it operates;	3
33.	Pathfinders Club	Developmental, Supportive	Attempts to instill values and positive attitudes among young people; has educational programmes in place at the community level; has promoted HIV/AIDS awareness; organises distribution of food baskets to the elderly; has impacted positively on a number of communities, beyond the immediate flock of Seventh Day Adventists;	4
34.	Red Cross	Supportive	Provides support to vulnerable especially during natural disaster; supplies meals to shut-ins and other vulnerable groups;	3
35.	Rotary Club	Supportive, Developmental	Engages in fund-raising to support specific programmes – pediatric ward at hospital, wheel chairs and other help for the elderly; promotes youth development as well.	4
36.	Salvation Army	Developmental, Remedial, Supportive	Runs pre-school programme with particular focus on poorer children; has programmes for youth-at-risk; conducts visits to hospitals; arranges classes for female prisoners;	4
37.	St. Vincent de Paul	Supportive	Works with vulnerable groups; organises support for shut-ins - 'adopt a granny programme'; serious limitation of resources;	3
38.	Youth Impact Ministries	Supportive, Developmental	Provides an environment in which young people and their parents can talk together in mutual respect, in home and family panels; runs business workshops for youth, and promotes self-fulfillment;	3
39.	Cayon Community Council	Developmental, Supportive	Has attempted to work with youth in Cayon; apparent conflict with government agency in control of Cayon Community Centre has limited contribution of the Council	2

No.	Name of Organisation	Primary Focus	Key Actions for Improving Lives of Persons in St. Kitts	Score
40.	Molineux Youth in Action Club	Developmental, Supportive	Has established a range of programmes that contribute to development in the area, among youth and among the residents in general – after-school activity for students, scholarships to primary school student entering secondary, community clean-up campaigns.	5
41.	Saddlers Collaborative Interest Group	Developmental	Promotes social integration and development in the Saddlers area; promotes good governance by establishment of village council; mentors youth and promotes study groups, engages in community beautification;	4
42.	National Housing Corporation	Developmental	Has promoted housing ownership among the lower and middle income groups in the society; has developed the concept of 'half of a house' for those seeking self-help arrangement for home construction; public perception of a 'revolution' in the provision of housing;	3
43.	Ministry of Public Utilities	Developmental, Regulatory	Has oversight of major utilities – water, electricity and infrastructure; has been examining revision of cost recovery formulae in the light of increases in the price of energy;	3
44.	Water Services Department	Developmental	Winning and distribution of water are main function; water rates graduated upward to take account of social equity; privatisation of water being actively considered;	3
45.	Cable and Wireless	Developmental	Promoting wide use of the internet;	4
46.	National Emergency Management Agency	Supportive	Has had to deal with a number of hurricanes since its establishment in 1995;	3
47.	Physical Planning Department	Developmental (Regulatory)	Supposed to regulate physical planning in context of fifteen year Physical Development Plan; seeking to deal with post-sugar challenges - spontaneous settlements, rodent pests and guinea grass taking over lands; seeking to have OECS guidelines implemented in respect of building codes; Integrated Planning Systems takes account of marine protection; EIAs now required for major projects.	3

No.	Name of Organisation	Primary Focus	Key Actions for Improving Lives of Persons in St. Kitts	Score
48.	Environmental Health Department	Developmental/Regulatory	Responsible for enforcing environmental health laws and ensuring vector control	3
49.	Department of Physical Planning and the Environment	Developmental/Regulatory	Has responsibility for oversight of implementation of building construction in keeping with Physical Planning Law; lacks staff to monitor infringement of law; spontaneous settlement occurring on lands previously under sugar cane	3
50.	Water Services	Developmental/Regulatory	Has responsibility for monitoring the winning of water and its distribution to households,	3
51.	Forestry Department	Developmental/Regulatory	Has responsibility to monitor forestry resources; has gone into desuetude almost.	2
52.	Brimstone Hill Fortress and St. Christopher Heritage Society	Developmental	Manages Brimstone Hill Fortress and has developed capability for self-financing for the most part; has promoted education on heritage and the environment, and has helped in inculcating appreciation of conservation	5

In sum then, a country that is in the throes of major economic adjustment needs institutions that allow it to face the challenge of economic reorganisation in the context of a globalised environment. There has been the recognition of the difficulty posed in economic reorganisation. The *Adaptation Strategy in Response to the New Sugar Regime 2006-2013* put out by the Ministry of Sustainable Development, is supposed to guide the process of adjustment. In 2007/08, the various organisations in Government were still in the process of adapting to new methods of budgeting designed to improve value for money in the services that they provide to the community. The thrust needed to overcome the economic difficulty did not seem to elicit a coherent and coordinated response, even though there were some organisations like the Ministry of Trade and Industry that recognised the special urgency. The Ministry of Agriculture seemed to have been on the margins.

There is an accompanying social fall-out in terms of unemployment but this is exacerbated by the allure of ghetto culture of the USA to youth-at-risk in St. Kitts, and the decline in the family. The incorporation of the Federation in the international narco-trafficking industry stretches the security services of the country. While there are a number of institutions involved in important work, there are gaps in the institutional framework relative to the challenges that exist in St. Kitts in particular.

SECTION IV

SUMMARY DISCUSSION AND RECOMMENDATIONS – ST. KITTS

CHAPTER 11

TOWARDS POVERTY REDUCTION - ST. KITTS

The first CPA established that in spite of the relatively high income of the country, there did exist high levels of poverty. Since the publication of the report, there have been a number of very focused approaches designed to reduce and eliminate poverty. These have resulted in a range of economic and social investments, including an improvement in the institutional infrastructure across the Federation.

The island of St. Kitts which is the location for the larger percentage of the population has witnessed major changes in the island of the economy as it attempted to deal with certain threats. This, the larger island of the Federation, experienced the first stages in economic diversification with the establishment of an industrial estate in Basseterre which led to the entrée of a number of export-oriented light manufacturing operations from abroad, as well as investments by the larger domestic private sector. The new industry offered an immediate opportunity to a large reservoir of female labour that had remained largely untapped, heretofore.

The country followed another tenet of the strategy first enunciated by Arthur Lewis and developed a tourism infrastructure which set the Federation on the map of international tourism. Again, the island of St. Kitts was the locus of some of the incoming investment as well as domestic investment in tourism. The island became also the headquarters for the Eastern Caribbean Central Bank.

The increased revenue available to the Government of a quickly growing economy in turn led to the expansion of State Sector as the Government responded to social and economic demands and expanded the size of the Public Service. All these developments created their own dynamic on the island of St. Kitts, which was substantially transformed from its monocultural base of sugar production, since its foundation as a colony of Britain.

However, the 1990s saw the impact of winds of change. The creation of the North American Free Trade Area led to the elimination of any advantages that St. Kitts had enjoyed as an off-shore processing centre. Maquilladora plants in Mexico could export directly into the United States, and there was nothing in the Caribbean Basin Initiative that retained any benefit for St. Kitts. Moreover, large export processing operations in

circum Caribbean in locations like the Dominican Republic and El Salvador were better placed to enjoy economies of scale on any remaining benefits created by the CBI.

The commitment to globalisation was writ firmly into the international economic agenda with the formation of the World Trade Organisation (WTO). Henceforth Governments were required to take measured steps to the freeing of trade and to opening their economies such that there was a level playing field being created for producers across the world. Effectively, this meant the end of the road for protective measures designed to give an advantage to domestic producers or to exclude foreign suppliers in accessing markets. The rapid rate of growth that had been enjoyed in the first stages of diversification in the 1970s could no longer be maintained.

The island of St. Kitts has had to withstand a number of challenges in the first decade of the 21st century. There has been the continuing hollowing out of the light manufacturing sector, and the subsequent initiatives that had been made in assembly operations and data entry operations seemed incapable of maintaining a major presence for the country in these fields in the international division of labour. The sugar industry that had been in precipitous decline had been maintained essentially through subsidies from the Government. A major debt burden arose as the Government sought counsel before conflicting recommendations on the way forward with the industry. Eventually, the decision was taken to close the loss-making enterprise that had operated since the foundation of the country as a colony.

On the social side, the island has become very urbanised. A range of social services has accompanied and supported economic development, in such areas as education and health, and in social protection. On the negative side, there has been the decline in traditional values, and the impact of subculture purveyed in part through the mass media and popular music from North America. The geographic location of the island and the limitation in resources of its security services make it ideal for the transshipment of narcotics to the North Atlantic. Its own growing internal market for illegal drugs has created the conditions that have led to the formation of gangs, and to the spread of violence in the society. To this must be added the weakness in the family structure that has difficulty in coping with the evolving challenge around it. Its role in procreation, socialisation and maturation has been compromised for some sections of the society, with pernicious results especially on poorer people.

This has been the environment for the first decade of the 21st century in which poverty on the island of St. Kitts has been addressed, following the first CPA. But there are also other imminent factors and ongoing initiatives to be taken into account. The country has been involved in the deepening of regional integration, both at the level of the sub-region, in respect of the OECS Economic Union and also on the steps towards the CARICOM Single Market and Economy. One of the implications of this is the reduction and removal of duties in the trade in goods among member countries and the freeing up in the movement of labour among them. The country is also a signatory to the recently concluded Economic Partnership Agreement with the European Union.

The most recent data show that poverty levels have fallen. Some of the measures taken by the Government would have contributed to the fall in poverty. It is inevitable that the Government will continue to have a role in maintaining this downward trend. The programmes itemised below constitute a further thrust in poverty reduction with special reference to the island of St. Kitts. The measures recommended derive from the analysis as well as from the views expressed by some of the poor themselves, and by stakeholders and other actors interviewed in the course of the IA with specific reference to St. Kitts.

11.1 COMMUNITY PARTICIPATION IN DECISION-MAKING PROCESS

In the course of the PPA, there were complaints of the people asking to be heard and to have their views taken into account in policy-making and in decisions affecting their lives. Moreover, many of the measures taken by the Government in addressing the poverty situation following the first CPA have gone unnoticed by large sections of the population. The island of St. Kitts is small in terms of size and population and the apparent distance between the Government and the various communities has to be bridged. In addition, rules and procedures need to be put in place such that the sense of even handedness irrespective of political persuasion becomes well institutionalised. The establishment and building of community centres have to be anchored on this concept of equity and respect for community participation.

TABLE 11.1: IMPROVING COMMUNITY PARTICIPATION

Goal	Time Frame	Strategy	Purpose	Implementing Agency	Output	Methods of Verification & Monitoring
Involvement of Communities in matters related to their development	I	Encourage growth of Community Councils	Ensure greater participation of residents in their own affairs	Ministry of Social Development and CBOs	Views of communities formally sought	Reports of the Ministry of Social Development

Key: I - Immediate Priority S - Short-term Priority M - Medium-term Priority

11.2 STIMULATION OF ECONOMIC ACTIVITY

The sub-prime crisis and the deep recession that has engulfed the world economy have created one of the most testing circumstances for the Government and people of the Federation. Given its small size however, St. Kitts's survival depends on its ability to manage in the emerging crisis laden world system. The island was already in the throes of trade adjustment when the international crisis struck: the post-sugar reorganisation is still in its early phase, and the earlier decline in light manufacturing and assembly operations is still being addressed.

There is little option but to continue to strive for the diversification of the economy. This would require some bold steps and a supporting industrial strategy that engages the population at the psycho-social level. The diversification strategy has to be anchored on substantial involvement of nationals as key participants.

11.2.1 *Renewed Vigour in Promotion of Entrepreneurship*

There is a strong sense among the domestic population that the Government has made foreign capital and foreign entrepreneurs the central actors in the transformation and development of the island. There is need to ensure that the sense of marginalisation of domestic capital is corrected. Domestic entrepreneurship should not be seen solely in terms of small and micro-business, but rather as the promotion of a business culture among nationals with businesses which, though starting small, are destined to become medium sized and large.

11.2.2 Tourism

The island will need to rely heavily on tourism, but there is need to diversify within tourism to include boutique establishments run by locals, as well as the ancillary and related services that create an integrated tourism sector. It is not about reservation of some areas on the periphery of the sector for nationals but rather the promotion of their presence at all levels. There will be need for specific training, mobilisation of domestic capital, and infrastructure support in this regard.

TABLE 11.2: IMPROVING DOMESTIC PARTICIPATION IN TOURISM

Goal	Time Frame	Strategy	Purpose	Implementing Agency	Output	Methods of Verification & Monitoring
Maximise involvement of nationals in tourism sector as entrepreneurs and operators of facilities	I	Mount short intensive programmes in entrepreneurship for nationals interested in business of tourism and ancillary activities	Ensure involvement of nationals as investors and entrepreneurs in tourism and related activities and as high level managers in hotel operations	Department of Industry, and Development Bank, with collaboration of Department of Tourism and NGOs and private sector agencies	Nationals with a range of capabilities in the management and operation of hotel industry	Department of Industry, Development Bank and Department of Tourism

Key: I - Immediate Priority S - Short-term Priority M - Medium-term Priority

11.2.3 Agriculture and Fisheries

The global food crisis might have been eclipsed by developments in the international financial sector. However, it has not vanished. St. Kitts has a viable agricultural future allowing it to exploit some possibilities in self-sufficiency and to create a forward link to tourism and food processing. A major implication is a revisit of the plans for lands that were previously in sugar production and have remained idle to date. There is also the challenge of weaning the population from its taste for imported food and towards food that can be produced on the island. There are implications here for the presentation of domestic output, and the demands of the market place. Meanwhile, its fisheries sector has remained largely artisanal and will need to be upgraded, with technology and training.

TABLE 11.3: AGRICULTURE AND FISHERIES

Goal	Time Frame	Strategy	Purpose	Implementing Agency	Output	Methods of Verification & Monitoring
Create viable activities in Agriculture and Fisheries	S	Provide land for agri-business and encourage development of fisheries sector	Ensure domestic production geared to satisfy part of domestic demand	Department of Agriculture and Fisheries, and relevant NGOs	Nationals earning attractive income in Agriculture and Fisheries.	Reports of Department of Agriculture and Fisheries

Key: I - Immediate Priority S - Short-term Priority M - Medium-term Priority

11.2.4 Other Business and Enterprise

There is need to prepare nationals to grow the economy of the island which will create ever increasing rounds of opportunities as the country evolves. The deepening of regional integration and the coming into being of the EPA means that nationals face a more competitive environment in future. not only is there need to create a new cadre of entrepreneurs, but their perspective has to be informed by the sense of their being global or at least regional players starting from their base in St. Kitts. This requires their being equally comfortable serving the needs of clients in Paris or Frankfurt as in Basseterre, Charlestown or Bridgetown. The supporting infrastructure has to include facilitation of business start-ups from registration to operation.

TABLE 11.4: PREPARING NATIONALS FOR ENTERPRISE

Goal	Time Frame	Strategy	Purpose	Implementing Agency	Output	Methods of Verification & Monitoring
Increase number of nationals for enterprise	S	Development of sectoral profiles outlining opportunities and requirements	Ensure large numbers of nationals are inducted into business culture	Department of Industry in association with other relevant agencies	Cadre of national entrepreneurs in all sectors and able to penetrate regional and foreign markets	Reports of Department of Industry

Key: I - Immediate Priority S - Short-term Priority M - Medium-term Priority

11.2.5 Updating of Minimum Wages

There is Minimum Wage legislation in place and minima are updated from time to time. Given the highly dynamic nature of the labour market and given that in the emerging service economy of St. Kitts, it will be difficult for workers to secure trade union representation, there is need for not only for statutory minima to protect the more defenceless workers, but also the institutionalisation of regular updating of minima to ensure that wages keep up with inflation and maintain protection for the most defenceless of workers. On the other hand, it is not recommended that the country seeks index linking of minimum wages given that this can trigger inflationary spirals.

TABLE 11.5: UPDATING OF MINIMUM WAGES

Goal	Time Frame	Strategy	Purpose	Implementing Agency	Output	Methods of Verification & Monitoring
Maintain social protection through Minimum Wage	I	Updating of Minimum Wage, at least every two years	Protect workers from unscrupulous employers	Labour Commissioner	Protection to workers at lowest end	Reports of Labour Commissioner

Key: I - Immediate Priority S - Short-term Priority M - Medium-term Priority

11.3 UPGRADING INFRASTRUCTURE FOR CLIMATE CHANGE

The Government has continued to upgrade the physical infrastructure, and the basic infrastructure of a road system, electricity, water and communications is evident across the island. The main challenge faced relates to the demands imposed by climate change and global warming. Not only is there sea rise to contend with, but there are also the devastating hurricanes. There is need for updating the building code and other standards in the light of these changes. The experience of Grenada with hurricane Ivan demonstrates the havoc that can be caused with poor building standards. Moreover, in the light of the fact that a substantial section of the island is low lying, attention has to be paid to the matter of coastal protection and sea defences.

TABLE 11.6: UPGRADING INFRASTRUCTURE FOR CLIMATE CHANGE

Goal	Time Frame	Strategy	Purpose	Implementing Agency	Output	Methods of Verification & Monitoring
Update and enforce building code	M	Raise standards for buildings and other physical infrastructure	Protect population through superior infrastructure in face of natural hazards	Department of Physical Planning	Appropriate built infrastructure for new reality	Annual Reports of Department of Physical Planning
Abate the impact of Sea-Rise and global warming	M	Manage impact of climate change and sea-rise by undertaking appropriate investments in coastal protection	Protect land space and physical integrity of the St. Kitts	Ministry of Works and Department of Physical Planning	Appropriate built infrastructure for new reality	Annual reports of Ministry responsible for Works and Department of Physical Planning

Key: I - Immediate Priority S - Short-term Priority M - Medium-term Priority

11.3.1 Promotion of Investment in Housing

There has been a substantial investment in housing in St. Kitts, on a scale that has prompted a participant in the PPA to advert to a 'housing revolution'. There are three immediate imperatives in housing. Firstly, there is still a substantial percentage of the population in need of upgrade of their housing conditions: the 'revolution' has to continue. Secondly, there is need for the country to undertake major retrofitting in housing especially of roofs in the light of the increased frequency and predicted frequency of severe weather events: the roofing system being adopted in Anguilla may need to be investigated for its relevance to the Federation.

Thirdly, there is need to mobilise more resources for housing. It is well established that Kittitians have a lower saving rate than Nevisians. The promotion of a housing bond such that first time home owners can receive a premium for funds saved towards their first home might be a useful approach in mobilising funds for housing but also in raising the saving rate in St. Kitts.

TABLE 11.7: INITIATIVES IN HOUSING

Goal	Time Frame	Strategy	Purpose	Implementing Agency	Output	Methods of Verification & Monitoring
Retrofit housing to meet challenge of high frequency of severe hurricanes	M	Promotion of use of better materials and better roofing systems	Provide greater protection in face of climate change	National Housing Corporation and Department of Physical Planning	Housing better able to stand up to severe weather episodes	Reports of National Housing Corporation and Department of Physical Planning
Mobilise resources of low and middle income prospective home owners	I	Development of Housing Bond to attract savings of low and middle income prospective owners as investment in their own homes	Stimulate saving for housing on part of prospective beneficiaries	Ministry of Finance with approval of ECCB	Fund for housing	Report of the Ministry of Finance

Key: I - Immediate Priority S - Short-term Priority M - Medium-term Priority

11.3.2 Environmental Management

St. Kitts has a highly fragile environment. However, its amenity resource of mountains, forest, marshes, reefs and beaches that make it attractive for tourism development remains this fragile environment. It behoves the Government to put measures in place to ensure that the commitment to sustainable development is adhered to in all the projects that are to be undertaken. This means the institutionalisation of Environmental Impact Assessments in all projects and a commitment to restoration and conservation where human intervention or natural forces threaten to depreciate the natural capital of the country.

The country can learn from best practice in other parts of the world, and will need to introduce monitoring systems that generate information in real time on impacts, whether from human intervention or nature. There is also need to inculcate in the population a sense of responsibility for protection of the environment, such that the public interest is always upheld by the public which in its own behaviour displays a

high level of stewardship. This in itself will become the foil for any short term private interest that leads to depreciating the natural capital.

TABLE 11.8: UPDATE FRAMEWORK FOR ENVIRONMENTAL MANAGEMENT

Goal	Time Frame	Strategy	Purpose	Implementing Agency	Output	Methods of Verification & Monitoring
Update all legislation and bring regulatory framework in line with requirements of the present realities	I	Develop the necessary legislation for approval	Ensure that relevant agencies are authorised to protect the public interest in the exploitation of the environment	Departments of Physical Planning,	Coherent legal framework for management of the environment	Reports of the Department of Physical Planning,

Key: I - Immediate Priority S - Short-term Priority M - Medium-term Priority

11.4 CARE FOR DEPENDENT SUB-POPULATION GROUPS

11.4.1 Universalise Access to Early Childhood Education and Care

The country has a long tradition in Early Childhood Care. However, there are still children who do not have access. The decision to universalise access needs to be implemented as quickly as possible: this will contribute to social equity and create a base for the human resource development strategy which needs to be at the cornerstone of development of the Federation, and therefore of St. Kitts.

TABLE 11.9 UNIVERSALISE ACCESS TO EARLY CHILDHOOD CARE AND PRE-SCHOOLS

Goal	Time Frame	Strategy	Purpose	Implementing Agency	Output	Methods of Verification & Monitoring
Universalise pre-school attendance	I	Establish Early Childhood Care facilities and pre-schools in all communities	Ensure universal access irrespective of socio-economic status	Ministry of Education, and NGOs and Private Sector involved in education	All children of pre-school age having access	Reports of Ministry of Education.

Key: I - Immediate Priority S - Short-term Priority M - Medium-term Priority

11.4.2 Protection of the Elderly

St. Kitts, like the rest of the Caribbean, has witnessed the decline of the extended family. With this has come the neglect of the elderly. While there are private and public homes for the elderly, as the society ages and life expectancy increases there is a growing percentage of the cohort who are not being served by the existing services. Those at risk are the ones who might not have worked during the years of working life, or who might not have contributed to Social Security when it was introduced, and are reliant on public assistance for their upkeep. Those in extended families which are poor or live alone, may be at gravest risk. There will be need for support from the Government through homes run by the state or through subsidies to private institutions admitting poorer elderly people.

TABLE 11.10: PROTECTION OF ELDERLY

Goal	Time Frame	Strategy	Purpose	Implementing Agency	Output	Methods of Verification & Monitoring
Protection of elderly in need of long stay accommodation	S	Guarantee minimum condition of care for elderly	Ensure decent accommodation	Ministry of Social Development and NGOs engaged in care	Better quality of care for elderly in need of long stay accommodation	Reports of Ministry of Social Development

Key: I - Immediate Priority S - Short-term Priority M - Medium-term Priority

11.4.3 Protection of Other Groups at Risk

There are a number of other groups at risk, who may need temporary or even longer term support. They can be found among teenaged girls who become pregnant as victims of child abuse, under aged offenders, persons with disabilities who lack family support in managing their disabilities, mothers with children of fathers who abandon their responsibilities, and are unable to take care of themselves and their offspring, drug abusers, and youth at risk of succumbing to gangs and to pursuit of criminal activity. There has been evidence of a number of cases of such social fall-out in St. Kitts. There have been important initiatives, to address some of these problems, but they are inadequate relative to the need and numbers.

TABLE 11.11: PROTECTION OF GROUPS AT RISK

Goal	Time Frame	Strategy	Purpose	Implementing Agency	Output	Methods of Verification & Monitoring
Protection of abandoned children	S	Expand support for children in need of care and protection, through foster care system	Ensure safety and protection of children in need	Ministry of Social Development and relevant NGOs	Children at risk having a good chance of maturing into normal adult life	Reports of Ministry of Social Development
Support for Persons with Disabilities	S	Ensure that support systems are in place to meet the needs of all persons with disabilities, irrespective of type	Guarantee the right of a full life to all citizens, in keeping with their abilities	Ministry of Social Development, Labour Commissioner and relevant NGOs	All persons with disabilities empowered to live life to the fullest	Report of Ministry of Social Development
Empowerment of marginalised youth, especially males	I	Expand Project Strong to match numbers of marginalised youth in need of skills training and educational upgrading	Provide alternative to marginalised youth such that most pursue track of socially acceptable channels of employment and livelihoods	Project Strong, and Ministries of Social Development and Education and relevant NGOs	More youth enrolled in programmes geared to socially productive endeavours	Reports of Project Strong and Ministries of Social Development and Education
Protection of Abused or Abandoned Girls and Women with Children	I	Provision of support over six month period to allow for training and labour market re-entry	Prepare abused girls women to be self-reliant	Ministry of Social Development, Department of Youth and relevant NGOs	Girls and women capable of being self-reliant following abusive relations	Reports Ministry of Social Development, and Youth Department
Rehabilitative Support	S	Assist ex-prisoners opportunity for self-upgrading and labour market re-entry	Reduce risk of recidivism	Probation Department, Labour Commissioner and relevant NGOs	Ex-prisoners rehabilitated	Reports of Probation Department and Labour Commissioner

Key: I - Immediate Priority S - Short-term Priority M - Medium-term Priority

11.5 EDUCATIONAL UPGRADING AND TRAINING

11.5.1 Expand Opportunities for Continuing Education and Training

Small countries that are heavily dependent for survival on their competitiveness in the international economy have no other recourse but to adopt policies that keep their populations constantly upgraded with new information and knowledge, generated in the international community and by themselves. This is the reality of St. Kitts. While the Federation has the notable achievement of universal primary and secondary education, there are substantial numbers in the economically active population that lack good educational qualifications, and are limited in their education and training to low level functions.

Moreover, there are many students, especially in the secondary level who are not well oriented to pursuit of education and training, and lack the motivation to and the stimulus for high commitment to learning. Existing remedial programmes like Project Strong are designed for young people. The notable efforts at the expansion of adult education programmes have not made a dent on the problem, since these programmes have remained largely under-subscribed, and/or the potential beneficiaries are unaware of their existence or are unable to participate because of their jobs, and work commitments.

There is need for programmes designed to attract adults back into the educational system and to provide the infrastructure to support their participation: AVEC and the Community College will need to attract many more mature individuals. Women with children may need evening care services for the care of their children when they are engaged in evening course. In the final analysis, there is need to encourage individual commitment to education and acquisition of knowledge and to its application in the affairs of the country.

TABLE 11.12: EXPAND OPPORTUNITIES FOR CONTINUING EDUCATION AND UPGRADING

Goal	Time Frame	Strategy	Purpose	Implementing Agency	Output	Methods of Verification & Monitoring
Stimulate commitment to training, lifelong learning by Kittitians	M	Promotion of Continuing Education Provision of support for job release for training Usage of popular media in promoting individual commitment to maximise learning and growing Provision of evening care for women needing safe care of their children while they seek education and training on evenings	Prepare Kittitians for knowledge driven economy	Ministry of Education, Labour Commissioner, Community College and Private Sector Ministry of Social Development	Highly educated and well trained workforce	Reports of the Ministries of Education, Social Development and Labour Commissioner

Key: I - Immediate Priority S - Short-term Priority M - Medium-term Priority

11.6 INDIVIDUAL RESPONSIBILITY FOR HEALTH CARE

11.6.1 Promote Wellness

The country has developed a primary health care system that has reach across the two islands. St. Kitts has health centres providing basic services, and these are dotted across the island, ensuring that no community is distant from primary health care. There are few problems that can be attributed to weakness in the primary health care system. There is also some upgrade taking place with respect to secondary care services, and on a case by case basis, the Government provides assistance to persons in need of tertiary care abroad.

The challenge in St. Kitts comes in the area of chronic disease. The population of St. Kitts presents a similar prevalence of chronic diseases as has been established across the Commonwealth Caribbean. The shift from primary activity to a service oriented economy, and the consequential more sedentary life style, a change in diet comprised of greater fat and less fibre, have all contributed to a high incidence of chronic diseases among the population, and even among children. The task is to enlist the population in responsibility for life style behaviour consistent with maintaining good health. A wellness orientation will yield public and private benefits.

TABLE 11.13: PROMOTION OF WELLNESS

Goal	Time Frame	Strategy	Purpose	Implementing Agency	Output	Methods of Verification & Monitoring
Inculcate high commitment to healthy life styles on the part of all	I	Popularise wellness through mass media	Achieve better health among the population	Ministry of Health and the Department responsible for Sports	Healthy Population	Reports of Ministry of Health and Department responsible for Sports

Key: I - Immediate Priority S - Short-term Priority M - Medium-term Priority

11.7 SECURITY AND FORTIFICATION AGAINST SOCIETAL ILLS

11.7.1 *Combat drug trafficking and formation of gangs*

St. Kitts has for more than a decade been used as a base by drug traffickers with links to South America. There have been high profile cases in which the authorities in the United States have been able to establish the involvement of Kittitians in transshipment of cocaine through the island. The rise in the formation of gangs and in violence among them over turf, suggests that the island has its own internal market, which the respective gangs have to guard with heavy weapons.

The high income that can be got by some and the high material comforts that they seem to enjoy make drug trafficking an ineluctable endeavour to marginalised young men in the society. Education and training as the basis of achieving good income runs a poor second to drug trafficking in such a milieu. The violence that the industry has triggered will impact its vital tourism sector. There is no option but to combat the narcotics industry in St. Kitts and in the Federation generally.

TABLE 11.14 COMBAT DRUG TRAFFICKING AND FORMATION OF GANGS

Goal	Time Frame	Strategy	Purpose	Implementing Agency	Output	Methods of Verification & Monitoring
Arrest growth of narcotics industry in St. Kitts and the Federation	I	Improve policing of territorial waters. Improve intervention capabilities of the Police Improve resources for National Drug Council Anti-drug education programmes in schools	Prevent St. Kitts from being used by international drug syndicates Rehabilitation of drug users and protect those at risk.	Police Service, Ministry of Social Development, National Drug Council	Drug-free St. Kitts	Report of the Police Service, and Ministry of Social Development Reports of National Drug Council
Reduce and eliminate use of illegal firearms	I	Improve detection by occasional police searches in public places for firearms	Prevent carrying and use of illegal arms	Police Service	Safe St. Kitts	Report of the Police Service
Institutionalise wide use of cameras on all public roads	S	Increase surveillance in all public places, including on roads and on the coast line	Improve detection of illegal activities	Police Service	Reduced Crime	Report of the Police Service

Key: I - Immediate Priority S - Short-term Priority M - Medium-term Priority

11.8 CULTIVATE COMMUNITY INTEGRATION

11.8.1 Reorient Community Development

The country has made substantial physical investment in terms of community centres, some of which are equipped with facilities to serve the needs of the various cohorts in each community. However, there are emerging societal problems suggesting the breakdown in community. This is evident in the apparent disenchantment among a significant number of youth and their turning to gangs, the weakness in the family structure and in the socialisation process, and in the lack of social integration in some communities, including a failure of the society to treat with the integration of immigrants, even though it is now reliant on substantial numbers coming from abroad, to fill the demand for labour in the domestic economy.

The community development role of the Ministry of Social Development has to receive greater focus. There will be need for retraining of officers and their preparation to work in difficult ghetto-ised communities. The Community Development Department will need to work closely with the Department of Youth to ensure coherent approaches in interventions at the level of the community, and since some of its interventions will have to do with resocialisation through education, there will be need for the Department to work closely with the Ministry of Education.

TABLE 11.15: REORIENT COMMUNITY DEVELOPMENT

Goal	Time Frame	Strategy	Purpose	Implementing Agency	Output	Methods of Verification & Monitoring
Reorient Community Development Department	I	Revisit structure and appoint officers with training and experience in Community Development	Ensure interventions in support of building effective community structures	Ministry of Social Development and relevant NGOs	Effective Community Development Department	Reports of Ministry of Social Development
Continue to Improve Community Social and Physical Infrastructure	S	Build community centres where none exists	Ensure that there are community facilities available for such activities as indoor sports, reading, home-work centres and internet	Ministry of Social Development	Upgraded community facilities	Reports of Ministry of Social Development
		Establish arrangements with schools for the use of schools grounds by the community	Develop active sports programmes in communities	Ministry of Social Development and Ministry of Education	Sports made integral to community life	Ministry of Social Development and Ministry of Education

Key: I - Immediate Priority S - Short-term Priority M - Medium-term Priority

11.9 PROTECTION OF PURCHASING POWER OF TRANSFERS TO THE MOST VULNERABLE

The last eighteen months have witnessed an unprecedented increase in prices in much of the Caribbean. St. Kitts has been no exception even though the Government has made major efforts to contain increases in the area of essential foods, and in other basics used by poorer people. The upward movement in prices inevitably hurt those on low income and especially those on transfers by way of old age pensions and public assistance. There is a need to relate such transfers to the cost of living and to selection of a basket of goods as an indicator of the levels to be set for such transfers, which may need to be adjusted, at least annually with the fiscal changes being made.

TABLE 11.16: MAINTAIN PURCHASING POWER OF TRANSFERS TO MOST VULNERABLE

Goal	Time Frame	Strategy	Purpose	Implementing Agency	Output	Methods of Verification & Monitoring
Protect purchasing power of the poor in receipt of public transfers	I	Link transfers to changes in the cost of living, with special reference to the price of food with a basket that reflects expenditure of poorer people	Ensure that escalation of prices of food do not erode buying power of poor	Ministry of Finance and Ministry of Social Development	Transfer payment protected from price escalation	Reports of the Ministries of Finance and Social Development

Key: I - Immediate Priority S - Short-term Priority M - Medium-term Priority

11.10 DEVELOP REAL ESTATE INVESTMENT TRUST

The use and ownership of lands that were previously under sugar has become a contentious issue in St. Kitts. Some of these lands have been mortgaged including to the Development Bank which lent substantial resources to the sugar company. The Government faces contradictory signals. On the one hand, its fiscal situation puts it at some disadvantage in resisting the call to open up this asset to the highest bidder from whichever source. On the other hand, there is a strongly held view that the population in whose names these lands were acquired has an inalienable right to the usufruct of land which is a scarce resource on a small island, and is exceedingly valuable real estate in a tourism oriented island.

Its transfer to foreign interests is seen as the rolling back of the programmes and strategies of Government that stood for the interests of the people in the period of decolonisation. It is deemed to be the transfer of wealth to the rich mainly from the rest of the world, without there being obvious benefits to the population of St. Kitts, and in particular to its poor.

Caribbean Governments in countries which have witnessed real estate values skyrocket out of the reach of the mass of the population, can no longer ignore their role in managing competing tensions of encouraging the inflow of foreign capital and of ensuring that the population does not become witnesses to the accretion of wealth through the real estate of their island countries in which they have little share or face declining equity.

There is need to examine the use of REITs on behalf of the population in which nationals of the country can retain an interest even as these land resources are used for resorts and other high end activities related to tourism. The ECCB and the CDB may assist in lending technical support in this area.

TABLE 11.17: DEVELOP REAL ESTATE INVESTMENT TRUST

Goal	Time Frame	Strategy	Purpose	Implementing Agency	Output	Methods of Verification & Monitoring
Establish REIT targeted at nationals	I	Secure participation of nationals in collective investment in real estate in the real estate that was previously in sugar production	Ensure that some of gains in real estate in St. Kitts accrues to nationals	Ministry of Finance and Ministry of Sustainable Development	Nationals participating in benefits of developments in their midst	Reports of the Ministries of Finance and Sustainable Development

Key: I - Immediate Priority S - Short-term Priority M - Medium-term Priority