ST. KITTS AND NEVIS
Poverty Assessment Report

March, 2001
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EXECUTIVE SUMMARY

This Poverty Assessment Report on the Federation of St. Kitts and Nevis examines the economic and social conditions in the country on the threshold of the 21st century. Data were collected in the last months of 1999, and the first three months of 2000. The Study is founded on three main components:

- A Survey of Living Conditions (SLC)
- A Community Situational Analysis (CSA)
- An Institutional Analysis (IA)

The SLC generated quantitative information on households and individuals in the two islands. The CSA was conducted through focus group discussions, community meetings, participant observation, open-ended interviews, and walk-abouts in selected communities. The IA was conducted mainly through interviews with key personnel in the organisations identified by the National Assessment Team (NAT) in both islands. Secondary data were also reviewed in generating information on the respective institutions.

Key Questions

1. What are the nature, extent, geographic concentration and severity of poverty in the Federation of St. Kitts and Nevis?
2. What are the dynamic links between conditions of unemployment, poverty, and the informal sector?
3. What are the causes of poverty in St. Kitts and Nevis, and what are the economic, and social policies and or socio/cultural factors that sustain, alleviate, or reduce poverty in the country?
4. In the context of (2), how do the Government Agencies, Non-Governmental Organisations (NGOs), Community-based Organisations (CBOs), and other organisations currently impact on poverty?
5. What actions by these groups identified in (4), and the people themselves can address the immediate conditions of poverty and its underlying causes?

Process

The training of nationals of the country in the conduct of poverty assessment was a major objective of the exercise. The goal is to ensure that on the completion of the study, there would reside in the country the level of skill and preparation, to replicate the exercise or similar studies in future.
To this end, as with similar exercises done in other countries, a local agency was established to collaborate with the Team of Consultants (TOC). This group, the NAT, worked with the Consultants throughout and were required to provide feedback on the documentation generated by the Consultants, including this Report.

In the case of the Federation, having regard to the special relationship between the two islands, it was necessary to establish a team for each island. Indeed, the study was conducted on each island separately, and there was a NAT for St. Kitts and a NAT for Nevis. Some of the training sessions were conducted jointly, with the members of the NAT of both islands being assembled in one or the other island.

The study was initiated with a period of training and at every stage of the exercise, specific training sessions were conducted. In some cases, participants or groups additional to the members of the NAT were beneficiaries of the training.

**CONTEXT OF STUDY**

The Federation of St. Kitts and Nevis achieved political independence in 1983. Prior to self-government, the country had experienced all the difficulties of dependence characteristic of a pure plantation economy. The escape from poverty for a century or more following emancipation required emigration, which has become part of the culture of the country, with many households having extensions abroad.

The Federation has made considerable economic and social strides since the achievement of independence. A pure plantation economy, founded on slave plantation labour in the early colonial period, and almost totally specialised in the production of sugar, has been transformed into a service economy. St. Kitts has thrived firstly on a diversification that saw the emergence of a light manufacturing export-oriented sector, and more recently, on the growth dynamic that has been provided by tourism.

The transformation of Nevis started somewhat later than in St. Kitts. Its early colonial history was less associated with the production of sugar, and this allowed the emergence of a larger peasantry in Nevis. Its diversification programme in the period of independence has been based on tourism and on off-shore financial services.

While there has been respectable growth in the economy, such that the Federation is fully a middle income country, there are signs that some sections of the population have not fully shared in the transformation of the economy. On the other hand, the growth rate and improving
standards of living have attracted workers from poorer countries in the Caribbean. Meanwhile, the country has had to be innovative to continue as a major tourism destination.

It has to be sensitive to the push to the bottom in the wage structure of countries engaged in light manufacturing for exports, and the off-shore financial sector has to contend with strictures being developed by the OECD in respect of countries it deems to be engaged in harmful tax competition.

An important reality for the country is the fact that with climate change, its vulnerability has deepened. Its infrastructure has to be built in keeping with more exacting standards. In other words, the cost of providing infrastructure is now much higher, in ensuring adequate protection and economic survivability for its population. This implies, *ipso facto*, higher Government expenditure per head of population on infrastructure than for countries with a lower vulnerability index.

**SUMMARY FINDINGS**

The findings on poverty are reported for each island separately since the sampling and analyses were conducted separately for each island, consistently with the wishes of the NATs of the two islands. Sections I and IV of this report are general to the entire country, while Section II is specific to St. Kitts, and Section III is specific to Nevis. Inevitably, there are similarities between the two islands and some of the findings and recommendations are identical.

**POVERTY IN ST. KITTS**

The National Survey revealed that 30.5 percent, or a little less than 1 in 3 individuals in St. Kitts were poor. This means that their monthly expenditure was less than the cost of meeting their minimal food and other basic requirements: the poverty line was EC$280.05 per month for an individual. At the same time, 11 percent, or slightly more than 1 in 10 individuals in the country were found to be extremely poor or indigent: the indigence line was EC$177.94 per month.

More than two-thirds of the poor (67.8%) were under 25 years of age. Males were 44 percent of the poor and women 56 percent. Twenty-nine percent of males were poor and 32 percent of women were poor. The female bias of poverty was evident.

St. Kitts has the phenomenon of the working poor. The participation rate for the poor was slightly higher than that of the non-poor. The poor could less afford not to work. Unemployment among the poor was a mere 5.3 percent, which is very low by Caribbean standards. Further, there
was no reported unemployment among poor males, but unemployment among poor women was 9.1 percent.

The poor were largely unskilled or lacked educational qualifications. Some 70 percent of heads of households among the poor were in elementary occupations or occupations requiring little education or skills. 55.8 percent of the poor engaged in the labour market had no form of educational certification. Their ability to earn higher incomes has been constrained by their poor educational and training preparation.

There was also evidence that the poor tended to join the labour market much earlier than the non-poor. Labour force participation among the poor in the age group 15-19 year olds was 16.1 percent. In other words, at the lower income levels of the society, there is a higher propensity to seek entry into the labour market. This means that they were less likely to have completed their schooling prior to labour market entry.

While the vast majority of the population lived in homes built of concrete, a higher percentage of the poor lived in homes constructed of wood (17.5%). The poor had a higher percentage of outdoor kitchens – 21.5 percent. As much as 30.5 percent had pit-latrines, and 35.6 percent had outdoor baths. Their living conditions did leave much to be desired.

On the other hand, the discussions in the focus groups suggested that there had been some improvement in the standards of housing. However, there was the view in some quarters, that political affiliation was a necessary condition for securing state sponsored housing.

The poor depended on health centres to a greater extent than the rest of the population (42.4%), and reported a lower level of ill health than the rest of the population. The CSA suggested that educational opportunity had been universalised. There was a considerable subsidy through the educational system, and the health system and other areas of the social sector.

Thus, a large percentage of the population, including the poor, can secure social income through the provision of social services by the Government. This mutes the effect of low wages relative to the cost of living, and is an important consideration for a country that has to be sensitive to the increase in wage rates on the competitiveness of its few export-oriented activities.

The exercise conducted in the CSA suggested that involvement in drugs was regarded by some of the poor as an important source of income and as a survival strategy. This has enduring implications for a small country, if the life styles followed by those with under-world connections become acceptable as the norm.
There has been some improvement in the social services available, especially in the area of day care services for children. Indeed, where they exist they are outstanding mainly because of the effectiveness of the Early Childhood Unit of the Government. Many women have been afforded the opportunity of joining the labour market because of such services. However, there are communities where such services do not exist, which works to the detriment of poorer women in such communities.

The reduction of poverty has much to do with the improvement in the educational and skill preparation of the population at large and the poor in particular. St. Kitts needs to promote flexibility in its work-force such that it can adapt itself better to changes in the international division of labour and can attract higher quality employment opportunities to the country, which, because of its sheer size, has few options but to export to survive.

In the focus groups discussions and in other interviews, a number of recommendations were made for reducing or alleviating poverty. Some of these do merit noting and have endorsement of the NAT and the TOC.

- Implement skills training programmes especially for women and young people.
- Integrated adult and continuing education programmes for holistic development to include literacy, personal development, and parenting education in evening classes.
- Creation of more and better job opportunities.
- Get resource persons to come to the communities for lectures/talks on issues related to the upliftment of the communities.
- Revamp the agricultural industry.
- Provide more affordable housing.
- Provide counseling for parents and young people.
- Organise/ revive community groups.
- Revive and strengthen the Department of Community Affairs and implement a comprehensive training programme to equip Community Affairs Officers with skills in community development.
- Stress the importance of planning families and of good parenting.
- Provide legislation to ensure that men support their children.
- Provide daycare centres in communities in which there are none.
- Improve the health service both at hospitals and in health clinics.
There was an absolute unanimity on the need for better paid employment, more affordable housing, better infrastructure, more adult education facilities, more services for the elderly and increased community development services. There is also need for a more facilitative environment to afford women, and mothers in particular, the opportunity of upgrading their education and skills to improve their employment opportunities.

The box below summarises the findings of the study for St. Kitts.

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POVERTY INDUCING PROBLEMS

The island is undergoing rapid social and economic change. It has been transformed from a plantation economy with villages on the periphery of the plantation that catered to the social and psychological needs of the household and the individual. The restructuring that new industries have imposed on the society has not been painless. There is evidence of breakdown in social mores, according to key informants.

The examination reveals that there is a relative dearth of formal organisations outside of Government that intervene in the social life of households and individuals to provide services of different types.

The Government, through a range of institutions, has attempted to meet some of the challenges. While direct expenditure at the household level may suggest poverty for some 31 percent of households, there are social provisions that counteract this. The list of social provisions that have been institutionalised is considerable.

There remain critical areas of need. The aging of the population requires more services for senior citizens than the island is institutionally equipped to serve. By and large, unemployment has not been the problem. Rather, many of the poor are working. The working poor, however, lack the education or training to graduate into higher quality employment.

While its present system of education guarantees universal access to the present cohort of school going age, many in the current workforce have not had the opportunity for education and training that are required in the more dynamic areas of the employment market and in the nature of the insertion St. Kitts seeks in the international division of labour.

The need for training and retraining of the workforce to equip it for successful participation in the international division of labour has not been adequately addressed, given that the present corps of workers consists largely of persons who did not have the benefit of the advances that have taken place in the provision of education and training.

There is a dearth of CBOs and NGOs on the island and the agency responsible for community development lacks the capacity to correct the problem. Thus, as the old order has crumbled, there is an absence of organisation internal to communities to respond to the new problems emerging in society like drug abuse, juvenile delinquency, and male marginalisation in the educational process.
With a slowly growing and aging population, and relatively rapid growth, there is need to import labour on a larger scale. The integration of these workers into society is an issue, that seems to have been ignored.

The scourge of HIV/AIDS on a small population with a low rate of natural increase has not quite prompted the alarm that it should.

POVERTY IN NEVIS

Analysis of the national survey data revealed that 32 percent, or a little less than 1 in 3 individuals in Nevis were poor. This means that their monthly expenditure was less than the cost of meeting their minimal food and other basic requirements or less than EC$328.40. At the same time, 17 percent of all individuals were found to be extremely poor or indigent, and did not have EC$204.40 necessary to meet their dietary needs. Their monthly expenditures were less than the cost of satisfying their minimal requirements for food.

Fifty-eight percent of the poor was under the age of 25. Males made up 37 percent of the poor and females 63 percent. Twenty-six percent of males was poor and fully 36 percent was female. The presence of larger families was evident in the fact that children 0-14 made up 37 percent of the poor. The age group 0-14 made up only 25 percent of the non-poor.

Unemployment among the poor was 5 percent: poor men in the work-force were all employed but 11.1 percent of the poor females was unemployed. The poor reported lower levels of ill-health than the non-poor – 13 percent as compared to 23 percent.

Ninety-four percent of poor heads of households were in lower occupational groupings. As much as 42 percent of those in the lowest quintile had no form of educational certification. In respect of housing conditions, 13 percent of the poor lived in homes constructed of wood. Just 4.2 percent of the poor had outdoor kitchens. However, 30.5 percent of the poor had to use pit latrines and 20.8 percent had outdoor bathrooms.

In the CSA, it was revealed that a number of homes that had fallen into a dilapidated condition on the migration of their owners, were being rented/occupied by migrants coming from other islands and from Guyana. Nevis’ take-off in the 1990s had attracted a number of migrants some of whom lived in poverty stricken conditions.

Alcoholism, gambling, and drug pushing had emerged as problems in a number of poorer communities. The influx of migrants into a small community has already started to impact socially.
Nevis was undoubtedly poorer 20 years ago, before the economy started to transform. There has been a reversal in migration. Immigrants are entering Nevis to take advantage of better employment opportunities than in their own countries.

Unemployment is low, but in addition to senior citizens who do not have the wherewithal for decent living, there are the working poor, whose lack of skills has prevented them from participating fully in the growth in incomes in the more recent past. There is still plenty of poverty to be alleviated and reduced.

The community groups recommended as follows:

- Skill training and higher level programmes for Nevisians to reach requirements for new employment opportunities.
- More and better employment opportunities.
- Improved infrastructure.
- Introduction of price control.
- Increased support for agriculture.
- Counseling and guidance programmes for young people.
- Better protection for victims of abuse.
- Greater support for community development programmes.
- Better services for the elderly.
- Improved garbage collection.
- More electrification of streets and public thorough fares.
- Control of stray animals.

There is unanimity in Nevis on the need for more and better employment, improved infrastructure, better community services, expanded adult education and counseling services for youth and on the need to control stray animals. There is need as well, as in St. Kitts, to strengthen the support systems for women who seek to upgrade their education and training for a more effective participation in the economy.
The following box summarises the findings of the study for Nevis.

**BOX 2: SUMMARY OF KEY ESTIMATES FOR NEVIS**

<table>
<thead>
<tr>
<th>Category</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Poor Individuals</td>
<td>32.0</td>
</tr>
<tr>
<td>Indigent Individuals</td>
<td>17.0</td>
</tr>
<tr>
<td>Poor under 25 years of age</td>
<td>58.0</td>
</tr>
<tr>
<td>Percentage of Poor, Male</td>
<td>37.4</td>
</tr>
<tr>
<td>Percentage of Poor, Female</td>
<td>62.6</td>
</tr>
<tr>
<td>Percentage of Males who were Poor</td>
<td>26.0</td>
</tr>
<tr>
<td>Percentage of Females who were Poor</td>
<td>36.0</td>
</tr>
<tr>
<td>Unemployment Rate Among Poor</td>
<td>5.0</td>
</tr>
<tr>
<td>Unemployment Rate Among Poor Men</td>
<td>0.0</td>
</tr>
<tr>
<td>Unemployment Rate Among Poor Women</td>
<td>11.1</td>
</tr>
<tr>
<td>Percent of Household Heads in Elementary and Low Level Occupations</td>
<td>94.0</td>
</tr>
<tr>
<td>Percentage of Employed Poor in 15-19 Age Group</td>
<td>28.0</td>
</tr>
<tr>
<td>Percentage of Employed Non-Poor in 15-19 Age Group</td>
<td>16.9</td>
</tr>
<tr>
<td>Percentage of Poor in Labour Force and with no Educational Certification</td>
<td>37.0</td>
</tr>
<tr>
<td>Percent of Poor in Ill-Health</td>
<td>13.0</td>
</tr>
<tr>
<td>Poor in Wooden Dwellings</td>
<td>12.5</td>
</tr>
<tr>
<td>Poor with Outdoor Kitchens</td>
<td>4.2</td>
</tr>
<tr>
<td>Poor with Pit Latrines</td>
<td>30.5</td>
</tr>
<tr>
<td>Poor with Outdoor Baths</td>
<td>20.8</td>
</tr>
</tbody>
</table>

**POVERTY INDUCING PROBLEMS**

The island has experienced unaccustomed growth over the last decade. A plantation economy was transformed into a peasant, or small-holder economy when sugar collapsed, and more recently into a service economy. Emigration provided the escape route for many in earlier years. Now Nevis has become a destination for immigrants, including from the sister island.

The advent of Four Seasons Hotel in the early 1990s marked a new stage in the economic and social development of the island. As other hotels followed, suddenly full employment by Nevisian standards was achieved.

New employment opportunities have emerged, but Nevisians have not been adequately prepared in number and with the quality for many of the more important positions.
The growth in revenue deriving from Tourism and subsequently from Off-shore Financial Services has provided considerable revenue, affording the island the wherewithal to expand and improve the infrastructure – economic and social. Nevis does provide some amount of social services that attenuate the effect of the poverty that has been identified.

However, the federal structure, still with areas of ambiguity and/or divergent interpretations, has not fostered the arrangements for a coherent development strategy of the two islands together.

The island is not equipped with the level of flexibility in its national work-force to adjust to changes required for successful participation in the international division of labour. Most of its work-force did not have the benefit of the advances that have taken place in the provision of secondary education. There exists a problem of the working poor.

The paucity of community development services constrains the societal response in the face of the social and economic problems that are emerging. Some of these include the slow growth in the population of native Nevisians, the aging of the population, the absence of services for teenage mothers, the spread of HIV/AIDS, the relatively rapid growth in imported labour, and integration of these workers.

Natural hazard has struck tourism with the increase of hurricanes and their intensity. This has more recently, disrupted income and employment. Meanwhile, OECD is threatening with the black listing of the offshore financial sector of the island.

CONCLUSION

The Federation of St. Kitts and Nevis, as a country, has made a relatively successful transition from a plantation economy in the 1970s to a new export orientation with light manufacturing and assembly of electronic components, and subsequently to services-led growth with tourism and financial services being the main sectors.

While these activities provided employment and good incomes in the late 1980s and early 1990s, there are signs that the rate of transformation and the nature of insertion of the economy in the international division of labour have left some of its people poor, and unable to satisfy all the requirements for a decent standard of living.

The poverty levels are not yet extreme and have been tempered by social programmes mounted by the Government in both islands as part of wide ranging subsidies: indigence is low in St. Kitts. In the case of St. Kitts, in particular, there are the day care services that have allowed many
women to join the workforce and to secure employment in the light manufacturing sector. School feeding and school books alleviate conditions in poorer households.

However, the country is highly dependent on the international economy, and the more recent performance of its tradable sector on which almost everything else depends, has not been adequate to continuing the task of eliminating poverty in short order. The prospects are for greater difficulties, given the course of the international economy and the current condition of St. Kitts and Nevis in it.

This research exercise has identified a number of measures for poverty reduction and eradication. Among the most important are:

- human resource development programme with a wide range of opportunities for life long learning;
- complementary industrial policy structured around the encouragement of more skill and knowledge intensive industries offering better wages;
- the promotion of entrepreneurship among nationals;
- community development;
- strengthening and improving traditional programmes of social protection especially for women, young people and children; and
- upgrading and expanding the physical infrastructure, as well as such aspects of the social infrastructure like low income housing.

There is little room for error in industrial planning in very small countries, and the best recourse for the St. Kitts and Nevis is to develop a highly flexible labour force through a sound educational foundation and training and retraining programmes. The education system can no longer be focused on only on those of regular school going age. Very small countries like the Federation of St. Kitts and Nevis have to institutionalize life long education and training as the basic platform for economic survival.

At the same time, there is need to upgrade the physical infrastructure to deal with the obvious increase in physical vulnerability. The evident increase in vulnerability to hurricanes escalates the costs of infrastructure that needs to be built to more demanding specifications. But the tax base of a small country can be easily stretched in its attempting to provide for its infrastructure needs.

Much devolves on the Government, and given the likely difficulty in its attracting concessionary aid, the country is likely to have to depend more on the generation of domestic resources. This implies a need to review the thrust of its fiscal operations. At the same time, there is need for the country to develop genuinely federal solutions for its operations.
The cost of poverty in one part of the Federation has never limited itself to one island. The country has to seek to learn from others that have had to manage the difficult process in fiscal federalism. Whatever political decisions are made on the structure of the federation, the population is likely to vote with its feet in their selection of opportunities on one or the other island, as has been the practice from time immemorial. The Canadian experience in fiscal federalism is well worth emulation.

A major challenge to the Federal Government and the administration over the island of Nevis is to find the mechanisms to adjust to the new realities. There is no option but to continue to upgrade the economic and social infrastructure (including human resources), which, along with the natural amenities - sun, sea and sand - are the base for international competition in this small open economy.

Poverty reduction and eradication require an attack on the fundament of the poverty creating process. Improved safety nets and social protection deal with proximate causes, and are even imperative in ensuring that the vulnerable are treated with decency and in dignity.

The measures that have been outlined have been targeted at the ultimate causes of poverty in St. Kitts and in Nevis. They consist of more efficient social protection and a methodology for the process, aggressive human resource development through educational and training participation, infrastructural development and entrepreneurial development among nationals such that they can participate actively in the economic evolution of their country.
SECTION I
INTRODUCTION &
THE SOCIETY, POLITY
AND ECONOMY OF
ST. KITTS AND NEVIS
1.0 INTRODUCTION

This Standard of Living Assessment Report on St. Kitts and Nevis provides an examination of the economic and social conditions of the population in the country, through the use of primary and secondary data collected in the latter part of 1999 and the first three months of 2000. There are three main sources from which the data have been generated. A National Survey of Living Conditions (SLC) was conducted in both islands and produced quantitative information from a randomly selected sample of households on each island.

The Survey of Living Conditions entailed a random sample selection of the population. The census of 1991 and other estimates of population increase, suggest that the population of St. Kitts was about 28,486 and 8,627 for Nevis. A sample of ten percent was targeted for St. Kitts and likewise for Nevis. A total of 752 households (or 2,346 individuals) were interviewed in St. Kitts, and 148 households or 416 individuals, respectively in Nevis. Because of refusals, non-contact and non-response and more so population size increases the actual sample size for St. Kitts turned out to be 8.5 percent and for Nevis, 5 percent. The survey collected data on household expenditure (food and non-food expenditure and the value of gifts received), housing conditions, demographics, health and fertility, education, labour force activities, migration and the health status of children under five years of age. The SLC also provided the critical poverty estimates identified in the study including the headcount, the FGT measures and the Gini Index for each island.

Secondly, a Community Situational Analysis (CSA) was conducted in a number of communities on each island using focus group discussions, community meetings, participant observation, and open-ended interviews of a small number of households in each of these communities. The communities were selected in such a way that there would be some area distribution on each island. The original intention was to select poor communities only, but it was quickly recognised that the poor and the non-poor live in relatively close proximity in both St. Kitts and Nevis, and although there are communities with a larger number of poorer people, residential segregation is not significant. Thus, respondents of widely divergent socio-economic status could be expected in the CSAs.

The CSA is derived from focus group discussions in the selected communities. In addition to the community meetings, there were community mapping and participant observations. Informal interviews were also held with community leaders. Visits were made and open-ended interviews conducted with some of the poorest households in the selected communities. Given the entrée of immigrants from the Dominican Republic and from Guyana in recent years, special efforts were directed at ensuring that interviews were conducted with immigrants to gain some insight into their experience in the country.
Overall, participation of community members and of individuals in the selected communities, in the various research activities in the CSAs varied considerably. In Nevis, the exercise went much according to plan. In the case of St. Kitts however, the announcement of the General Elections was made in the very week that the CSA was due to begin. This forced a postponement for several weeks, with the result that the momentum created by training programme was effectively thwarted. Much effort had to be deployed in initiating a resumption. Further details on the limitations of the CSAs are presented in Appendix II in Volume 2 of the report.

Thirdly, information was collected from representatives of a number of organisations and agencies: most of these were public institutions that impact on the economic and social life of the country. These institutions, set within the macroeconomic and social conditions of the country, influence the quality of life for the different households including the poorer households.

The analysis of the social and institutional factors – society, polity and economy – is based on the interviews that were conducted with representatives of key agencies as well as on published data and reports. The interviews sought to detail the most recent experiences of each organisation in the conduct of its work, and to gauge the extent to which the organisation or institution contributed to the task of general development, to poverty alleviation or reduction, or, on the other hand, exacerbated the problem.

1.1 NATURE OF ASSESSMENT EXERCISE

In Figure 1.1, the nature of the task that confronts a poverty assessment exercise is illustrated. Assuming that the household is the primary unit of analysis, it is then possible to identify the resources to which the household has access - money income deriving from the supply of labour services, from the returns to assets, and from transfers of different types, access to credit and to training opportunities - all impact on its quality of life.

It is absolutely necessary to examine the effect of macro-economic policy, or of changes in institutions in the meso-economic framework like credit arrangements, labour markets, land policies and their impact on the household even though it may not be possible to quantify, with any exactness, the impact of one or other policy measure. The upper section of the diagram constitutes the environment within which the household has to survive.

The household exists in a socio-political entity, or nation-state, with a certain pattern of government. St. Kitts and Nevis are a federation within the Organisation of Eastern Caribbean States. Tourism and Offshore Financial Services have been the growth sectors in the economy. But the latter faces the threat from the OECD countries, which see off-shore financial centres as offering harmful tax competition. Meanwhile developments in the World Trade Organisation
(WTO), as a subset of international society, will impact on the development of the federation, especially in respect of the general reduction of tariffs and duties that has become a key objective of WTO. The Government of the country has, so far, disavowed the introduction of personal income taxes. Its revenue base is likely to be affected by the lowering of tariffs, with considerable consequences for public investment in the country.

1.2 KEY QUESTIONS

1. What are the characteristics, extent, geographic concentration, severity and causes of poverty in St. Kitts and Nevis?

2. What are the dynamic links between conditions of unemployment and poverty?

3. What are the factors associated with lower standards of living in the Federation, that is: What economic and social policies and/or socio-cultural issues generate, sustain, alleviate, or reduce poverty?

4. In the context of (2), how do Government Agencies, Non-Governmental Organisations (NGOs), Community-based Organisations (CBOs), and Grass-roots Organisations (GROs) currently impact on those with lower socio-economic status?

5. What actions by these groups (Government Agencies, NGOs, CBOs, GROs and the people themselves) can address the immediate conditions of poverty and its underlying causes?

Training of nationals on both islands of the country in the conduct of standard of living assessment and the development project proposals and action were major objectives of the exercise. A National Assessment Team (NAT) on both islands collaborated with the Consultants at every stage, and there was ample opportunity for the transfer of knowledge and skills to members of the Teams in accordance with their interest and availability. The mechanics in the conduct of larger scale surveys are now better understood.

In addition to the assessment exercise, there is the more demanding task of identifying the interventions necessary for poverty alleviation and reduction. There is need to understand how the macro, meso and micro variables and institutions interrelate. For example, access to credit from the National Development Bank is a necessary but not a sufficient condition for deepening the involvement of nationals in running tourism related businesses.
**Figure 1.1: Framework of Resource Flows to Households**

A: Income

- A1: Earned Income
  - Profits, Rents, Dividends
  - Fees: Professional and Other
  - Wages and Salaries
  - Other Earned Income

- A2: Transfer Income
  - Public Assistance
  - Other Transfer Income

A1 + A2 = Total Money Income

A3: Collective Goods & Services

B: Capacity/Capability Building

B1: Credit

- Education, Training, Skill Development
- High productivity orientation

B2: Empowerment

B3: Dysfunctional or Anti-Social Capabilities/Orientation

- Acculturation to criminal behaviour
- Sub-cultural orientation against education, training, skills development and normal economic participation

B1 + B2 + B3 = Total Wealth

Outputs

Households of All Types

Source: Henry and Mondesire (1995)
Reporting on Study

This Report is different to studies conducted before. It consists of Sections that are general to both islands and sections that are specific to each. Section I provides an overview of the Federation in respect of its functioning as a society, an economy and a political entity. Section II reports on all aspects of poverty in St. Kitts while Section III does the same thing for Nevis. Section IV provides a concluding summary and conclusions for the Federation. The reader can consult the section on each island directly. Details of the methodology utilised in the study are presented in Appendix II of Volume 2.

1.3 DEFINITIONS AND MEASURES OF POVERTY

For the purposes of comparability with other studies of poverty, we have used definitions that have become standard in the literature. Underlying all definitions, though, is the notion of a deficiency of material and other resources. According to the World Development Report of 1990, "poverty is the inability to maintain a minimal standard of living."¹

One measure of poverty, the indigence line, relates to the level below which households will not have the wherewithal to maintain a healthy existence. It establishes the minimum food requirements necessary for physical existence or survival. There is less debate on this standard. In the Caribbean, the needs of an adult have been set at 2,400 calories and is the standard used in other parts of the Caribbean. In some other parts of the world, 2,000 calories is the standard used.

Beyond this presumed scientific standard, there is debate on the adequacy and on the level of satisfaction of other needs, including clothing, shelter, social activities and access to information, which all contribute to the quality of life. Normative factors enter the picture with measures of absolute poverty, which take account of items other than food. Sen (1987)² has proffered the concepts of entitlements and capabilities, which highlight not only food requirements, but also the importance of freedom from hunger, the desire of most persons for a capacity for self-actualisation.

Inclusion of these items takes absolute measures above the indigence line, but leads to variability in absolute poverty lines based on the particular elements included. The poverty line used in this study is comprised of the minimum food needs of an individual and the non-food requirements derived from the average expenditure of the poorest 40 percent generated from the sample data.

¹ World Bank 1990a, p.26
There is also relative poverty, which always connotes a comparison with some other group. For example, if one half of the median income or expenditure was set as a benchmark, persons or households with incomes or expenditures less than the benchmark would be deemed to be living in relative poverty. Another popular comparison relates to the shares of income or expenditure that are available to quintiles or deciles.

Four key poverty measures have used in this study. Three of these measures – the Head Count Index, the Poverty Gap and the FGTP<sub>2</sub> – belong to a class of measures proposed by Foster, Greer and Thorbecke (FGT). The Head Count Index, PH, represents the proportion of the population, whose annual per capita expenditure falls below the poverty line. The Poverty Gap, PG, measures the aggregate disparity in the expenditure of the poor compared to the poverty line. It represents the amount needed to raise the expenditure of all poor individuals to the level of the poverty line, as a proportion of the poverty line.

The FGTP<sub>2</sub> index measures the severity of poverty in a population by weighting each poor person according to their degree of deprivation. Appendix II, Volume 2 presents the method used in the calculation of the FGT measures. The fourth measure, the Gini Ratio, measures the inequality in the distribution of income in the population and can be reflected diagrammatically by a Lorenz curve. As the Gini Ratio, which ranges from 0 to 1, approaches 1, the more skewed is the distribution of expenditure. The above measures have been used in the report, as has been done in other studies.

1.4 CAUSES OF POVERTY

The causes of poverty are multi-faceted. According to the United Nations, poverty is “a complex multidimensional problem with origins in both the national and international domains,” (United Nations, 1995, p. 58). Much of the work in poverty assessment concentrates on the economic factors, or the structural elements that dictate the differential rewards derived from participation in the economy. However, there is a range of historical, social and psychological factors that can cause poverty. To these must be added chance factors like visitations of nature – natural disaster – or personal catastrophe and major illness that can afflict a household or a community, and precipitate their fall into poverty.

Another factor relates to differences among people. Households and individuals are not all endowed with similar capacities or capabilities. Differences in education and training as well as in the commitment to, and the level of participation in educational and training systems, influence life chances. Personality traits and sub-cultural resources elicit differential responses to economic hardship. The presence of agencies or agents that can empower the poor, and those at risk, can make a difference by stimulating the poor to create new possibilities for themselves. All
these factors create divergent responses over time and space in the face of economic difficulties. The institutional framework is a function of the nature of the society. The resource flows to which the household has access, are dictated by socio-political and economic institutions which would vary across societies. There is need to examine institutions, both as organisations, and as norms and patterns of behaviour that contribute positively to resource flows. In that regard, there are negative institutions that detract or reduce the capabilities and ultimately the access to resources of the household. It is the responsibility of the policy-maker to examine, in each particular situation, how the institutional factors influence the flows of resources to households or groups of households.

The mix of quantitative and qualitative information gathered in this study provides for a good profile of social conditions in the Federation. More particularly, it affords planners and development specialists the opportunity of targeting measures designed to alleviate and/or eradicate poverty and other social ills, all within the context of the resources and discretion of the Government and people of St. Kitts and Nevis.

2.0 THE SOCIETY, POLITY AND ECONOMY OF ST. KITTS AND NEVIS

2.1 PHYSICAL FEATURES

St. Kitts and Nevis lie in the northern section of the Leeward Islands just above 17 degrees north. The islands, separated by a 3 kilometre (2 mile) channel, are of volcanic origin. St. Kitts is the larger of the two with an area of 176.12 sq. kilometers (68 sq. miles), while Nevis is just 93.2 sq. kilometers (36 sq. miles).

St. Kitts is elongated in shape, with a central range, broken by ravines, running through the middle of the island. Its highest point is Mount Liamuiga (1,156m). The narrowest part of the island is the south-eastern peninsula where the black volcanic soil gives way to a soil composition that yields white sandy beaches on the east. Nevis is circular in shape, with its highest point rising to Nevis Peak, often covered in clouds, and from which Columbus gave it its name. Nevis is blessed with many silver sand beaches.

Lying in the northern tropics, the islands have a tropical climate, but do not experience the intense heat of islands in lower climes. There are two main seasons, a dry season in the first half of the year and a wet season in the latter half, which is also the period of hurricane and storm activity.
In the latter decades of the 20th century, the islands have had more regular visits by tropical storms and hurricanes. Indeed, over the period 1995-1999, the country has had to deal with serious storm episodes - Marilyn, Louis, Georges and Jose - as well as with unprecedented sea-rise from hurricane Lenny. There are parts of both islands that are low lying and may be at risk of sea rise deriving from global warming. The country is placed 28th in a list of 111 developing countries on the scale of vulnerability – the vulnerability index - that is a composite index based on export dependence, susceptibility to natural disasters and lack of diversification: this index has been developed by the Joint Task Force on Small States, comprised of the Commonwealth Secretariat and the World Bank.

Blessed with a mountainous area, both islands attract reasonable rainfall for most of the year, and are seldom stricken with drought conditions. Soil and weather conditions on both islands are adequate to support some amount of forest or wood-land on the mountain slopes, with the lower lands supporting dense bush in some areas. It is these lower lying areas that have been the base for agriculture over the centuries of exploitation since the arrival of Europeans.

2.2 HISTORICAL SETTING

The earliest recorded settlers, on the arrival of Columbus and the Spaniards in the Caribbean, were Caribs and other Amerindian groups. These native inhabitants suffered an effective extermination when the British and the French turned their attention from conquest and exploitation of colonies on the mainland of the Americas to the settlement of smaller islands of the Caribbean.

In 1624, the British settled for the first time on part of St. Kitts, but in short order, they were followed by a French settlement. Inevitably, the two communities engaged in intermittent conflict for almost a century, until Britain was finally ceded the entire island in 1713. The French briefly occupied the island in 1782, but it was restored to Britain in 1783 and remained a British colony until independence in 1983. There are a number of place names that reflect the French presence in the history of the country. The capital, Basseterre, and other locations like Cayon and Dieppe Bay, reflect that earlier French presence in the country.

St. Kitts was used as beach-head for the capture of Nevis and other islands in the Leewards in the 17th and 18th centuries. By 1628, Nevis had been effectively occupied and the two islands provided the British settlers with the conditions for the growing of tobacco and then subsequently of sugar. Slave labour quickly became part of the productive mode in both islands and marked the beginning of African presence on both islands. By then, all traces of the original peoples had been removed from both islands.
Given its physical conditions – considerable flat land and good soil conditions – St. Kitts quickly became the ideal type plantation economy, with most of the island put into the cultivation of sugar-cane, a factor that was to have an impact on the divergent development of the two islands. Nevis, with relatively less flat land, became the base for a more varied agriculture. Tobacco, and cotton were more important crops than sugar.

When the sugar economy declined, and emancipation finally came, the ex-slaves found less opportunity for independent pursuits outside of the plantation in St. Kitts than they did in Nevis, where some could turn to peasant agriculture. Indeed, on emancipation in 1838, the ex-slaves in Nevis were paid as sharecroppers rather than wage labourers, and this was the base for the introduction of the system of métayage through which an independent peasantry emerged on that island.

In St. Kitts, on the other hand, plantation agriculture was the sole activity into which they could fit (Augier et al, 1960). The cultural divide between the two island communities dates back to that period. The stronger trade union tradition on St. Kitts relates to the fact that that island has had a longer history of an industrial workforce. It was in St. Kitts that there emerged earliest trade union militancy and then political mobilisation in the then British West Indies. The sense of self-reliance developed out of the peasant experience to which is attributed a greater propensity to save among Nevisians today.

Both islands had pride of place in colonial history, especially when Caribbean possessions had much more value than those in North America. Alexander Hamilton was born in Nevis, and Lord Nelson married in Nevis on one of his journeys. However, as the slave sugar economy declined so did the West Indian colonies, and St. Kitts and Nevis saw their status fall. With Anguilla, they were grouped in the colony of the Leeward Islands for the purposes of administration in 1871 until 1956, when the attempts at a West Indian Federation were initiated.

The Federation collapsed in 1962 on the referendum in Jamaica, which voted to seek independence alone. Trinidad and Tobago followed Jamaica to achieve full independence in 1962. The three islands of St. Kitts, Nevis and Anguilla became a self-governing unit in association with Britain, as did the other members of the Leeward and Windward Islands, which together became known as the Little Eight. By the early 1970s, dissatisfaction with the associated status had begun in these island states. Grenada sought and gained independence in 1974 and the others were to follow in seeking independence as individual states.
In the case of the state of St. Kitts-Nevis-Anguilla, however, there was resistance from Anguilla, from the very beginning, to being linked together with the other two islands. A British military intervention became necessary, but the end result was a separation of Anguilla from the Federation of the three.

While the twin island state then sought to secure formal independence, it was clear that there was a strong sentiment in Nevis as well, against being joined to St. Kitts. However, formal independence was finally achieved with the two islands in a Federation of St. Kitts and Nevis in September 1983.

2.3 POLITICAL STRUCTURE

The country received its Independence as a Federation. There is a Federal Parliament comprised of eight members voted in by the population in St. Kitts and three by Nevis. Nevis, however, has its own Assembly to which is devolved much of the running of the affairs of that island.

Given the long uninterrupted colonial rule of Britain over the islands, many aspects of the political culture reflect British institutions. Like many other colonies in the British West Indies, the islands were at one stage, subject to Crown Colony Government. The 1950s marked the first step on the road to internal self-government, and this after the political mobilisation of the masses of people through the Trade Union Movement, starting in the 1930s.

The St. Kitts Nevis Labour Party, through its forerunner the Workers League, initiated the formation of the St. Kitts-Nevis Trade and Labour Union when it became legal for workers to form trade unions, to represent them in the work place. The close association between the Labour Party and the Union dates back to that period. The first Premier of the country, R.L. Bradshaw, rose to prominence as the leader of the trade union. His trade union base was easily transplanted into political office. The ruling Labour Party has just been returned to power, with the full support of the Trade Union.

The relationship between the two islands of the Federation has been subject to considerable strain over the years. The Independence Constitution of 1983 accords substantial autonomy to Nevis. The island has the right to secede from the Federation if its Assembly votes by two-thirds majority, and its voting population by a two-thirds majority in a referendum, vote to end the relationship.

In 1998, the Assembly voted unanimously for secession but failed marginally to get the mandate of the population. The present administration in Nevis commits itself to achieving full autonomy:
it is not clear as of now whether this will be in the context of the Federation following the defeat of the vote for full independence in the referendum.

Currently, there is sitting a Commission of Enquiry into the Constitution of the country. A former Governor of the country heads this Commission. The Terms of Reference of the Constitutional Review Commission require it, *inter alia* “to consider whether the provisions of the 1983 Independence Constitution (the St. Christopher and Nevis Constitution Order 1983) are such as to give expression to normal relations between one unit of a federal entity and another.”

The difficulties that the two islands have experienced are not uncharacteristic of multi-island states in the Caribbean. In the administration of the affairs of State, one island, usually the one with the larger population and the seat of Government, comes to dominate the relationship, or is deemed to do so by residents of the smaller island.

In the case of St. Kitts and Nevis, there are claims and counterclaims over public administration. There has been a revenue sharing formula enshrined in the constitutional arrangements. This seems to have been based on a population basis. However given its history of relative under-development vis-à-vis St. Kitts, there would have been sentiments favouring a greater relative share for Nevis.

Equity in access to resources deriving from international sources has also been an area of debate. Decisions on scholarships, and fellowships, selection of delegates and attendance at conferences, defraying of costs for international representation have not been free of dispute and invidious comparisons. Whatever the reality, there is the fact of divergent perceptions that colour the relationship between the two islands, not least in the conduct and administration and reporting in this study.

The Queen of England is the Head of State, with a Governor General appointed as her representative. There is also a Deputy Governor General with responsibility for Nevis. The 14-member House of Assembly has eleven elected representatives – eight from St. Kitts and three from Nevis – and three senators nominated, two on the advice of the Prime Minister and the other on the advice of the Leader of the Opposition. The arrangement broadly reflects what obtains in the other independent states in the Commonwealth Caribbean.

The legal system is based on English Common Law and reflects the main tenets of the British legal system. A Regional Supreme Court serves the country. Indeed, regional cooperation is one of the enunciated ideals, but there are few areas in which practice is underpinned with legal provision. The countries of the Eastern Caribbean have, from time to time, discussed political federalism, but not much has been achieved in this regard.
The ruling party at the present time is the St. Kitts and Nevis Labour Party, which won all eight seats in St. Kitts at the elections contested in March 2000. The Concerned Citizens Movement controls the seats in Nevis and also the Nevis Island Administration. There are three members from Nevis in the Federal Parliament, but all the Ministerial positions are filled by the ruling party in St Kitts.

St. Kitts and Nevis achieved independence on September 19, 1983 under the People Action Movement (PAM). The St. Kitts and Nevis Labour Party was in opposition from 1980 to 1995, when it regained office for the first time since Independence.

An acute political crisis occurred following the elections of 1993. It was necessary for the Government to invite the intervention of the Regional Security System, a cooperative defense organisation of the Eastern Caribbean states. Fresh elections were called in 1995. The then ruling party (PAM) became the opposition in those elections and it has experienced declining popularity since, retaining one seat in the elections of 1995, and failing to win any seats in the elections of 2000.

2.4 POPULATION

The population of St. Kitts and Nevis was 40,618 at the Census of 1991. This represented a decline of 0.6 percent during the decade of the 1980s. The decline was due primarily to emigration, though there would have been a reduction in fertility also with the increase in access to family planning services.

More recent demographic estimates suggest that the population has grown marginally since the last Census and would have reached 42,460 in 1999 according to the Department of Statistics. The population is estimated to be relatively young with 49.5 percent under the age of 25 and 30.8 percent under 15 years of age (Government of St. Kitts and Nevis, 1998). The Federal Government has committed itself to the development of a national population policy in the medium term plan of 1998-2000. The elements of this policy are still to be adumbrated. After many years of declining population, there is evidence that there is some stabilisation and possibly a slight increase in population in recent years. By and large, St. Kitts and Nevis have already arrived at the stage of the demographic transition in which birth rates and death rates are falling and the relative aging of the population has begun.

For all of the 19th century and most of the 20th century St. Kitts, as the archetypical plantation economy, offered few opportunities outside of plantation agriculture, for the resident population. The initiation of a diversification thrust in the period of self-government and the early years of
independence represented the first shift of the production system. Thus, for much of its modern history, emigration offered the sole escape from plantation or plantation related employment. Nevisians had the option of self-employment in peasant agriculture. Kittitians and Nevisians sought employment abroad in the Virgin Islands. In the early years of this century, they joined other Caribbean people in emigrating to the Panama Canal and to the Dutch Antilles – Curacao and Aruba. The Dominican Republic was also a destination.

With the growth and expansion that has taken place in the economy, the propensity to emigrate has declined and the country now attracts migrant labour. There are structured programmes to deal with the shortage of labour on the sugar estates. Vincentian, and in more recent years, Guyanese workers have filled the void. Also, descendants of Kittitians and Nevisians in the Dominican Republic have exploited their parental links in seeking to settle in the country. There are now clear communities on both islands composed of descendants of Kittitians and Nevisians who have “returned” from the Dominican Republic.

2.5 ECONOMIC PERFORMANCE

Table 2.1 presents data on the performance of the economy of the country over the period 1986 to 1997. The economy has displayed respectable rates of growth, and in some years, very high rates – over 8 percent – which, when set against the situation of declining population, would have resulted in an increase in real income for the population. Real output in agriculture declined, largely because of the secular decline in the Sugar Industry.

Manufacturing increased in spite of the decline in sugar manufacturing. The decrease in the latter was compensated for by an increase in the other areas of manufacturing; the establishment of the Paul Southwell Industrial Estate contributed to industrial expansion. Real output in manufacturing rose over the period.

The major growth areas were Hotels & Restaurants, the result of the expansion in tourism services in the economy. Output in this sector quadrupled over the period. Banking and Insurance increased almost five fold. While some of this had to do with the growth stimulated by the domestic demand, much of the expansion in the sector can be attributed to growth particularly in Nevis, of the off-shore finance sector.
Table 2.1: St. Kitts and Nevis GDP and Distribution by Sector, 1986 to 1997

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<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>GDP at constant 1990 prices ($mn)</td>
<td>275.8</td>
<td>298.6</td>
<td>329.4</td>
<td>349.3</td>
<td>360.2</td>
<td>368.5</td>
<td>379.8</td>
<td>400.4</td>
<td>422.2</td>
<td>436.7</td>
<td>462.4</td>
<td>491.5</td>
</tr>
<tr>
<td>Current factor cost ($mn)</td>
<td>211.8</td>
<td>240.0</td>
<td>285.5</td>
<td>319.4</td>
<td>360.3</td>
<td>379.3</td>
<td>418.3</td>
<td>451.0</td>
<td>505.6</td>
<td>524.8</td>
<td>556.0</td>
<td>611.0</td>
</tr>
<tr>
<td>Sectoral Composition (%)</td>
<td></td>
<td></td>
<td></td>
<td></td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Agriculture</td>
<td>10.3</td>
<td>9.3</td>
<td>8.7</td>
<td>7.2</td>
<td>6.5</td>
<td>6.7</td>
<td>7.0</td>
<td>6.8</td>
<td>5.3</td>
<td>5.2</td>
<td>5.1</td>
<td></td>
</tr>
<tr>
<td>Mining &amp; quarrying</td>
<td>0.2</td>
<td>0.3</td>
<td>0.5</td>
<td>0.4</td>
<td>0.4</td>
<td>0.4</td>
<td>0.3</td>
<td>0.3</td>
<td>0.3</td>
<td>0.3</td>
<td>0.3</td>
<td>0.3</td>
</tr>
<tr>
<td>Manufacturing</td>
<td>15.5</td>
<td>14.7</td>
<td>15.5</td>
<td>14.3</td>
<td>12.8</td>
<td>12.0</td>
<td>12.1</td>
<td>11.1</td>
<td>10.2</td>
<td>10.8</td>
<td>10.3</td>
<td>10.1</td>
</tr>
<tr>
<td>Electricity &amp; Water</td>
<td>1.2</td>
<td>1.2</td>
<td>0.9</td>
<td>1.1</td>
<td>1.3</td>
<td>1.4</td>
<td>1.6</td>
<td>1.7</td>
<td>1.7</td>
<td>2.0</td>
<td>1.9</td>
<td>2.0</td>
</tr>
<tr>
<td>Construction</td>
<td>7.9</td>
<td>8.9</td>
<td>12.0</td>
<td>12.0</td>
<td>14.4</td>
<td>12.7</td>
<td>12.0</td>
<td>12.1</td>
<td>11.0</td>
<td>12.2</td>
<td>12.1</td>
<td>12.2</td>
</tr>
<tr>
<td>Wholesale &amp; Retail Trade</td>
<td>13.2</td>
<td>13.7</td>
<td>12.4</td>
<td>15.1</td>
<td>14.2</td>
<td>14.3</td>
<td>13.4</td>
<td>13.6</td>
<td>13.2</td>
<td>14.1</td>
<td>14.3</td>
<td>14.9</td>
</tr>
<tr>
<td>Hotels &amp; Restaurant</td>
<td>7.6</td>
<td>9.1</td>
<td>7.7</td>
<td>7.5</td>
<td>7.6</td>
<td>9.2</td>
<td>9.9</td>
<td>10.3</td>
<td>11.7</td>
<td>9.0</td>
<td>9.3</td>
<td>9.5</td>
</tr>
<tr>
<td>Transport &amp; Communication</td>
<td>12.4</td>
<td>12.4</td>
<td>14.2</td>
<td>14.3</td>
<td>15.0</td>
<td>15.7</td>
<td>15.2</td>
<td>15.4</td>
<td>15.2</td>
<td>15.7</td>
<td>16.2</td>
<td>15.7</td>
</tr>
<tr>
<td>Financial &amp; Business Services</td>
<td>12.2</td>
<td>11.3</td>
<td>11.6</td>
<td>12.4</td>
<td>11.4</td>
<td>12.2</td>
<td>11.9</td>
<td>13.1</td>
<td>13.7</td>
<td>15.3</td>
<td>15.3</td>
<td>15.8</td>
</tr>
<tr>
<td>Government Services</td>
<td>19.5</td>
<td>18.6</td>
<td>17.4</td>
<td>17.6</td>
<td>17.5</td>
<td>16.5</td>
<td>16.8</td>
<td>17.0</td>
<td>19.3</td>
<td>18.7</td>
<td>18.4</td>
<td>17.6</td>
</tr>
<tr>
<td>Other Services</td>
<td>6.2</td>
<td>5.8</td>
<td>5.0</td>
<td>4.9</td>
<td>4.7</td>
<td>4.7</td>
<td>4.6</td>
<td>4.4</td>
<td>4.2</td>
<td>4.3</td>
<td>4.3</td>
<td>4.4</td>
</tr>
<tr>
<td>Less Imputed Service Charge</td>
<td>6.2</td>
<td>5.4</td>
<td>5.9</td>
<td>7.0</td>
<td>5.7</td>
<td>5.8</td>
<td>4.9</td>
<td>5.7</td>
<td>6.3</td>
<td>7.3</td>
<td>7.7</td>
<td>7.8</td>
</tr>
</tbody>
</table>


The change in the structure of the economy is best exemplified in Table 2.1, which shows the contribution of the various sectors over the period 1986 to 1997. There has been substantial restructuring of the economy over the last two decades, and more so in the traded sector. The most significant element has been the decline in Agriculture, and particularly, in the dependence on the sugar industry in the earning of foreign exchange.

Tables 2.2 and 2.3 provide data on visitor arrivals for the period 1978 to 1998 for the country and for Nevis for the period 1995-1999 respectively. The increase has been almost ten fold. Indeed, tourism, and more recently, offshore financial services especially in the case of Nevis, have been responsible for helping to correct the large gap between visible imports and visible exports: the former has, for the last two decades, exceeded the latter. The Services Sector has been the area of
the faster growth in exports and this is evident in Table 2.4, which provides information on the balance of payments.

**Table 2.2: St. Kitts and Nevis Visitor Arrivals and Tourism Expenditure Over the Period 1978-1998**

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Arrivals</th>
<th>% Change Total Arrivals</th>
<th>Tourism Expenditure ($EC Million)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1978</td>
<td>29,655</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>1979</td>
<td>39,839</td>
<td>34.34</td>
<td>-</td>
</tr>
<tr>
<td>1980</td>
<td>38,533</td>
<td>-3.28</td>
<td>-</td>
</tr>
<tr>
<td>1981</td>
<td>46,326</td>
<td>20.22</td>
<td>-</td>
</tr>
<tr>
<td>1982</td>
<td>45,721</td>
<td>-1.31</td>
<td>27</td>
</tr>
<tr>
<td>1983</td>
<td>57,104</td>
<td>24.9</td>
<td>30</td>
</tr>
<tr>
<td>1984</td>
<td>73,928</td>
<td>29.46</td>
<td>48</td>
</tr>
<tr>
<td>1985</td>
<td>79,069</td>
<td>6.95</td>
<td>54</td>
</tr>
<tr>
<td>1986</td>
<td>83,768</td>
<td>5.94</td>
<td>72</td>
</tr>
<tr>
<td>1987</td>
<td>97,888</td>
<td>16.86</td>
<td>89</td>
</tr>
<tr>
<td>1988</td>
<td>123,253</td>
<td>25.91</td>
<td>102</td>
</tr>
<tr>
<td>1989</td>
<td>108,684</td>
<td>-11.82</td>
<td>108</td>
</tr>
<tr>
<td>1990</td>
<td>109,630</td>
<td>0.87</td>
<td>118</td>
</tr>
<tr>
<td>1991</td>
<td>136,737</td>
<td>24.73</td>
<td>151</td>
</tr>
<tr>
<td>1992</td>
<td>163,670</td>
<td>19.7</td>
<td>182</td>
</tr>
<tr>
<td>1993</td>
<td>169,444</td>
<td>3.53</td>
<td>188</td>
</tr>
<tr>
<td>1994</td>
<td>209,313</td>
<td>23.53</td>
<td>208</td>
</tr>
<tr>
<td>1995</td>
<td>203,028</td>
<td>-3</td>
<td>176</td>
</tr>
<tr>
<td>1996</td>
<td>164,742</td>
<td>-18.86</td>
<td>180</td>
</tr>
<tr>
<td>1997</td>
<td>187,172</td>
<td>13.62</td>
<td>196</td>
</tr>
<tr>
<td>1998</td>
<td>247,448</td>
<td>32.2</td>
<td>221</td>
</tr>
</tbody>
</table>

Source: Statistics Division, Planning Unit.

**Table 2.3: Nevis Island Administration Visitor Arrivals, 1995-1999**

<table>
<thead>
<tr>
<th></th>
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</tr>
</thead>
<tbody>
<tr>
<td>Tourists</td>
<td>27,834</td>
<td>30,020</td>
<td>33,014</td>
<td>31,798</td>
<td>31,534</td>
</tr>
<tr>
<td>Excursionists</td>
<td>1,405</td>
<td>1,063</td>
<td>1,251</td>
<td>867</td>
<td>1,027</td>
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<tr>
<td>Visitors</td>
<td>29,239</td>
<td>31,083</td>
<td>34,265</td>
<td>32,665</td>
<td>32,561</td>
</tr>
<tr>
<td>Cruise Passengers</td>
<td>6,183</td>
<td>9,142</td>
<td>10,295</td>
<td>11,061</td>
<td>9,478</td>
</tr>
<tr>
<td>Yacht Passengers</td>
<td>4,276</td>
<td>5,567</td>
<td>5,252</td>
<td>5,512</td>
<td>4,993</td>
</tr>
<tr>
<td>Cruise and Yacht</td>
<td>10,459</td>
<td>14,709</td>
<td>15,547</td>
<td>16,573</td>
<td>14,471</td>
</tr>
<tr>
<td>Total Visitor Arrival</td>
<td>39,698</td>
<td>45,792</td>
<td>49,812</td>
<td>49,238</td>
<td>47,032</td>
</tr>
</tbody>
</table>

Source: Bureau of Tourism – Nevis Island Administration
Table 2.4: St. Kitts and Nevis Balance of Payments (US$mn)

<table>
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<tr>
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</tr>
</thead>
<tbody>
<tr>
<td>1. Balance of Trade</td>
<td>(51.2)</td>
<td>(62.6)</td>
<td>(69.7)</td>
<td>(80.6)</td>
<td>(92.4)</td>
<td>(78.4)</td>
</tr>
<tr>
<td>Exports (fob)</td>
<td>33.0</td>
<td>31.9</td>
<td>28.6</td>
<td>36.6</td>
<td>39.1</td>
<td>51.4</td>
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<tr>
<td>Imports (cif)</td>
<td>84.2</td>
<td>94.6</td>
<td>98.3</td>
<td>117.1</td>
<td>131.5</td>
<td>129.7</td>
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<tr>
<td>2. Services Account</td>
<td>37.8</td>
<td>37.3</td>
<td>47.8</td>
<td>26.6</td>
<td>26.3</td>
<td>30.7</td>
</tr>
<tr>
<td>Exports</td>
<td>79.1</td>
<td>83.7</td>
<td>92.6</td>
<td>81.5</td>
<td>87.6</td>
<td>95.8</td>
</tr>
<tr>
<td>Imports</td>
<td>41.3</td>
<td>46.5</td>
<td>44.8</td>
<td>54.9</td>
<td>61.3</td>
<td>65.0</td>
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<tr>
<td>3. Income (net)</td>
<td>(11.7)</td>
<td>(12.8)</td>
<td>(13.1)</td>
<td>(10.9)</td>
<td>(18.1)</td>
<td>(22.5)</td>
</tr>
<tr>
<td>4. International Transfers (net)</td>
<td>8.0</td>
<td>8.0</td>
<td>10.9</td>
<td>20.0</td>
<td>17.3</td>
<td>17.1</td>
</tr>
<tr>
<td>Private</td>
<td>10.1</td>
<td>9.6</td>
<td>13.8</td>
<td>20.1</td>
<td>18.0</td>
<td>16.9</td>
</tr>
<tr>
<td>Official</td>
<td>(2.0)</td>
<td>(1.6)</td>
<td>(2.9)</td>
<td>(0.2)</td>
<td>(0.8)</td>
<td>0.2</td>
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<tr>
<td>5. Current Account Balance (1+2+3+4)</td>
<td>(17.0)</td>
<td>(30.1)</td>
<td>(24.1)</td>
<td>(45.0)</td>
<td>(67.0)</td>
<td>-</td>
</tr>
</tbody>
</table>

Source: Caribbean Development Bank (1999)

2.6 GOVERNMENT REVENUE AND EXPENDITURE

Tables 2.5 and 2.6 provide information on Government Expenditure for the period 1992-2000. In the structure of its operations, the Ministry of Finance, Development and Planning operates as an omnibus Ministry and has the largest share of the allocation. Interestingly, the Social Sectors Ministries of Education and Health have had an increase in the share of resources increasing from under 25 percent in 1992 to 29-30 percent at the end of decade and into the new century.
## Table 2.5: St. Kitts Summary of Total Expenditure, 1992-2000

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<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Governor General</td>
<td>288,166</td>
<td>286,106</td>
<td>325,518</td>
<td>328,917</td>
<td>344,917</td>
<td>363,646</td>
<td>404,114</td>
<td>414,958</td>
<td>408,202</td>
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<tr>
<td>Parliament</td>
<td>839,366</td>
<td>677,387</td>
<td>1,091,235</td>
<td>995,460</td>
<td>995,460</td>
<td>995,460</td>
<td>1,005,822</td>
<td>1,043,092</td>
<td>1,081,403</td>
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<tr>
<td>Audit</td>
<td>224,346</td>
<td>234,178</td>
<td>344,781</td>
<td>349,286</td>
<td>369,187</td>
<td>383,438</td>
<td>450,583</td>
<td>449,228</td>
<td>544,980</td>
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<tr>
<td>Legal</td>
<td>530,196</td>
<td>524,035</td>
<td>862,907</td>
<td>903,723</td>
<td>1,050,598</td>
<td>1,494,084</td>
<td>1,380,849</td>
<td>1,603,717</td>
<td>1,780,641</td>
</tr>
<tr>
<td>Office of Prime Minister</td>
<td>348,314*</td>
<td>465,816*</td>
<td>440,469**</td>
<td>354,673*</td>
<td>3,969,684</td>
<td>5,877,716</td>
<td>5,311,576</td>
<td>6,346,146</td>
<td>6,520,573</td>
</tr>
<tr>
<td>National Security and Information</td>
<td>10,091,540</td>
<td>10,397,093</td>
<td>14,417,708</td>
<td>16,386,100</td>
<td>21,203,973</td>
<td>23,603,518</td>
<td>23,794,963</td>
<td>27,990,526</td>
<td>30,395,026</td>
</tr>
<tr>
<td>Foreign Affairs</td>
<td>7,794,321</td>
<td>7,504,592</td>
<td>10,266,178</td>
<td>11,354,902</td>
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* Ministry of Home Affairs  
** Includes Ministry of Labour  
Source: St Christopher and Nevis, Estimates, various years.
### Table 2.6: Percentage Distribution of Total Expenditure by Government Ministries-1992-2000

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<td>1.5</td>
<td>2.1</td>
<td>2.6</td>
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<td>1.7</td>
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<td>17.6</td>
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<td>15.3</td>
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<td>15.8</td>
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<td>9.9</td>
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<td>100.0</td>
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</tbody>
</table>

* Ministry of Home Affairs
** Includes Ministry of Labour

Source: St Christopher and Nevis, Estimates, various years.

In respect of Government Revenue/Expenditure, the Government has succeeded over the years in creating a surplus on current account. This along with loans, has allowed the country to address its infrastructure needs, in which regard the performance, by all indicators, has been creditable. The country does not qualify for grants, given its per capita income, and thus has to depend on its own resources for its development. Table 2.7 provides information on the PSIP for the period 1995-2000. Again, the Social Sectors have enjoyed pride of place in a relative sense. The Government has devoted much of its expenditure over the years to expand the social and economic infrastructure as a platform for further growth and transformation of the economy.
Table 2.7: St Kitts Disaggregated Sectoral Summary of PSIP

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<td>6,399</td>
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<td>31,729</td>
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<td>6,990</td>
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<td>Total PSIP</td>
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Source: Planning Unit, St. Kitts

Table 2.8 provides information on Public Expenditure specific to Nevis. The devolution of Government has given the Island Assembly, discretion in the distribution of expenditure on that island.
Table 2.8: Nevis Summary of Total Expenditure

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<tr>
<td>and Youth &amp; Sports</td>
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</tbody>
</table>

Poverty Assessment Report - St. Kitts/Nevis
2.7 SOCIETAL TRENDS

2.7.1 RELIGION

The Protestant Religions are dominant in the country. Anglicans are the largest single persuasion, closely followed by Methodists but there is a substantial following from other denominations: Roman Catholics, Seven Day Adventists, Moravians, Wesleyans, Salvation Army, Church of God etc (See Table 4, Appendix III for results of sample). While in recent years, there has been the entry of a number of East Indians from Guyana in particular, this has not yet led to the establishment of Temples and Mosques in the country.

The Christian flock is divided however, largely between affiliates of the Christian Council and the Evangelical Association. On occasion, both have collaborated and together they played a significant role in bringing peace to the country, and more so to St. Kitts, during the political difficulties of the 1990s. It is the platform that the religious leaders provided that allowed for dialogue and for agreements between the two main parties in St. Kitts.

2.7.2 MASS COMMUNICATIONS

There are four newspapers in the Federation. The Labour Spokesman is the organ of the St. Kitts Nevis Trade Union which has a clear partisan position in respect of the Labour Party, from which it sprung several decades ago. It is the paper with the greatest regularity and is published twice per week. The Democrat is the organ of the People’s Action Movement (PAM), the opposition party and is the other publication in St. Kitts. The Observer and the Leeward Times are the two newspapers published in Nevis, and the Observer enjoys a wide circulation across the Federation. Newspapers from other islands are also available on a regular basis, including from St. Maarten.

There are five radio stations with a reach across the country, and providing popular entertainment. A number of the stations carry religious programming which seems to be regular fare for some substantial part of the population. There is domestic television programming with two stations in St. Kitts and Nevis.

There is a Government Information Service responsible for the flow of information from Government Ministries and Departments, and its output is carried by one of the radio stations and one of the television stations as part of their programming.

Cable television is available and accessed by many households in the country. Thus, the country is very much in tune with North America and the North Atlantic from which derives most of the
programming. Through the mass media, the consumer culture of the North Atlantic is purveyed throughout the country, with the result that Kittitians and Nevisians portray a lifestyle and habits that are hardly different to the North Atlantic countries.

Telecommunications services have been upgraded and telephone service is available right across the country along with internet and email service. Government information is also available on the Government’s website, and is regularly updated. St. Kitts and Nevis are therefore fully wired to the international communications system.

2.7.3 CRIME

There has been noticeable increase in serious crime in the country over the period 1987 to 1997. Table 2.9 provides crime statistics for the period 1987 to 1997. Incidents of dangerous drugs seemed to have increased from the 1980s, peaked in 1993, abated for awhile, but seemed to have increased again. Incidents of firearms were almost unknown in the 1980s, with the few cases being reported under “other.” Such cases are now specifically identified in crime statistics.

While murders and manslaughter have remained relatively low, other serious crimes have increased over the period. The most significant increase has occurred in respect of crimes against property with thefts, burglaries, house and store breakings rising considerably since the 1980s.

The limited data available on Nevis suggest relatively low crime rates on that island, but, according to the Police Authorities, there has been some increase in the more recent past (See Appendix for interview).

Table 2.9: Crime Statistics

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Source: Royal St. Christopher & Nevis Police Force.
2.8 ST. KITTS

St. Kitts is the seat of the Federal Government of the country. The main port and international airport are in St. Kitts. It is also the headquarters for the Eastern Caribbean Central Bank. About 75 percent of the population is resident in St. Kitts. The first efforts at the diversification of the economy were initiated in St. Kitts where the sugar industry is still an important sector, providing most of the earnings to be got from export agriculture. Thus, for much of the history of the country, St. Kitts has been the dominant island.

2.8.1 URBAN/RURAL DIFFERENCES

Basseterre is the main town in St. Kitts and the official capital of the country. There are few other settlements on St. Kitts that could be classed as towns, even though there may be considerable business activity in some of these locations. Sandy Point and Cayon fall into this category. Most of the settlements represent concentrations that existed in the plantation period.

The individual estates would have had specific areas for housing slaves in the period of slavery. Some of these were alienated from the plantation to become villages of settlement on the attainment of emancipation. With the population very well dispersed across the island, and with the improvement of communications through the ribbon road that circles the country, there is very little of a rural/urban divide.

However, there are differences in conditions in Basseterre and other parts of the island. There are occasional traffic jams in Basseterre. There are lower income settlements in Basseterre that display much of the conditions associated with ghettos in cities in the North Atlantic. Some of the social ills are also very evident in the form of prostitution, drug running and drug abuse in parts of Basseterre.

2.8.2 AGRICULTURE

Sugar dominates the agricultural sector of the island. The industry has shrunk considerably over the years. The decline in profits of the plantation owners and in profitability of sugar generally, and the industrial relations disputes that were sparked off led to the nationalisation by the Government in the 1970s. Most of the sugar lands were invested in a state corporation - the Sugar Manufacturers’ Association.

The declared objective of the Government is to rationalise the industry and to diversify some of the lands into other forms of agriculture. The acreage under sugar has been reduced gradually.
and is currently about 10,000 acres. Some industry specialists are of the view that economies of scale require an acreage of 13,000 acres for efficient production.

The growth and diversification of the economy since the 1970s are attested to in the shortage of labour that the sugar industry faces. Just under a quarter of the workforce employed in the industry is comprised of foreign workers, mainly from Guyana and the Dominican Republic. Output has trended downward over the years. With the assistance of CARDI and other agencies, initiatives have been taken in respect of the production of onions, vegetables, and small ruminants etc.

While there has been some advance, “Other Agriculture” still remains small in comparison with the sugar industry, with the share of agriculture contributed by sugar cane remaining in the same ratio in 1998 as was the case twenty years ago. Table 2.1, which provides information on the sectoral distribution of output for the country, gives a good hint at the situation in St. Kitts where the dominant sugar industry still operates.

While St. Kitts is deemed an excellent location for the production of root-crops and vegetables, there is extreme fragility in the soil, and erosion has already emerged as a major problem. Vegetable production and small ruminant animal husbandry have been the main focus of the agricultural diversification process.

Interestingly, St. Kitts and Nevis are viewed by the Caribbean Agricultural Research and Development Institute (CARDI) as a success story in their operations in the Eastern Caribbean. CARDI has had a long history of involvement in the agricultural sector of St. Kitts. Onions, yams and pineapples are some of the main crops tried, with some success, in the support that CARDI has provided to the Ministry of Agriculture in its Crops Programme. More recently, the thrust of the Ministry of Agriculture has shifted to the production of mangoes, citrus, avocados and carambola. The fruit crops programme of the Ministry of Agriculture has been the beneficiary of assistance also from the Taiwanese Mission.

Over the more recent past, CARDI has not been able to sustain support at previous levels. This is attributed firstly, to the physical relocation of CARDI’s primary facility in the country from Taylor’s Range which latter afforded better field supervision, secondly, to attrition in staff, especially among the more experienced, and thirdly, to a decline in the level of funding of CARDI. Apparently, the Ministry of Agriculture has not been able to maintain the initiative provided by CARDI and the Taiwanese Mission to the diversification thrust.

An important step in diversification but even more so in land distribution, has been the proposed allocation of plots in the area of Wingfield, Saddlers and Fahies. Irrigation is to be installed and
this should allow for vegetable production adequate to the needs of the country and even for export markets. There are outreach centres providing and disseminating technology to farmers, resources provided by the Ministry. It is expected that a number of the farmers will be young farmers.

One of the difficulties that the country faces is the reaforestation of areas that have been damaged by the hurricanes or by human intrusion. The assumption that there would be a natural restoration can no longer be sustained given the frequency of the storms and hurricanes. Trees have not been able to recover before there is another onslaught from nature. There are also few forest rangers with the skills necessary, and most of those in the service of the Government are in their senior years.

The Livestock Programme has had only one area of remarkable success – namely poultry production. Poultry producers were the one group who were employed in full time production. In all of the other areas, the producers were involved in the respective activity on a part time basis. The poultry operations specialise in egg production. The country is now self-sufficient in eggs. There are about 10,000 birds in egg production.

2.8.3 Fishing

The Fisheries Subsector has suffered a decline in recent years largely as a result of over-fishing. Fishermen have not been willing to observe the law and the regulations necessary to guarantee sustainable fisheries. This has been the particular problem in respect of the lobster fisheries: lobster do not have a chance to reproduce.

Consumption of fish has increased but landings have declined. The number of fishermen has fallen over the years. The number of registered fishermen is 364 of whom 117 are full time and the others part time. Indeed, there are only about 50 that can be vouched for as full time fishermen, by the Ministry of Agriculture. Others only enter when the dolphin fish is available in large number. For the rest of the period, they may be engaged in construction activity. Thus, while the demand for fish has been growing, the capacity to respond to this demand is falling.

2.8.4 Manufacturing

The Manufacturing Sector was the first to be promoted in the attempt at diversification of the country following the decline in prices for the Sugar Industry, which had long been the main stay of the economy and the primary source of its foreign exchange earnings. The Paul Southwell Industrial Estate is now the main industrial zone in the country.
Production is primarily in the area of light manufacturing. In earlier years, garment production was the predominant industry, but with the increase in wages in St. Kitts and the emergence of lower wage EPZs elsewhere in the Caribbean, particularly in the Dominican Republic, such activity has declined and has been replaced by electronic assembly operations. Most of the workforce is female, with the plants providing stable incomes for a large number of women in the country.

The Government has supported the industrial estate by providing, beyond the traditional attractions of cheap rents for factory shells etc., a range of services to the workers like day care facilities that reduce the burden on women working on the industrial estate.

2.8.5 TOURISM

The development of a tourism infrastructure has been a key initiative in the diversification strategy of the Government of St. Kitts. The island is pursuing a Tourism Development Plan currently, which projects 3,000 hotel rooms by 2002. The Frigate Bay Development in the south east of the island is deemed to have been the most outstanding aspect of the Plan.

A number of resort operators have been attracted to the island including Super Clubs of Jamaica, and Rex Resorts of London. While there is no five star hotel in St. Kitts, attempts are being made to ensure an up-market tourism. Up-lift is increasing from the major source-destinations. The island is already firmly set in the international tourism market, with the industry contributing considerably to employment, and income and to foreign exchange earnings.

The country has invested heavily in the provision of facilities for cruise ships. Special berthing facilities provide for three large vessels at any one time. Unfortunately, there has been considerable damage occasioned by Hurricane Georges in 1998, and then by Lenny in the last quarter of 1999, which effectively destroyed the renovations that had been initiated in respect of the earlier episode.

Indeed, the hurricanes have frustrated the achievement of planned targets. Visitor arrivals in 1999 were projected to fall by 13.5 percent over 1998. The battering that some of the hotels had suffered required closure for repairs. The Jack Tar Village, which employs 300 workers, has had to lay off its work-force.

2.8.6 TRANSPORTATION

Minibuses provide for most of the needs of the traveling public. The service is reliable and allows for linking the main town with all the other settlements on the island. A well-maintained
road system of all weather roads linked to a main arterial ribbon road around the island renders internal communication very efficient and affordable. There is a school bus service provided by the Ministry of Education that ensures transport mainly for secondary school students.

Private automobile ownership is widespread, and new and used cars are imported and available for sale to the public through regular distribution channels. The wheel tax and other motor related licences are an important source of revenue to the Government.

2.8.7 UNEMPLOYMENT

Data on unemployment are not systematically collected. A survey done in 1995 by an OAS Consultant estimated unemployment to be 4.5 percent, which was slightly lower than the rate derived in the Census of 1990/91. Since then, labour shortages have surfaced in the economy and labour has had to be imported suggesting that unemployment must be low, and where it exists, must be due largely to voluntary factors.

On the other hand, a substantial informal sector turned up in the estimate. It should be noted though, that at the end of the decade of the 1990s, St. Kitts does not display visual evidence of a massive informal sector characteristic of countries with severe unemployment and underemployment. This may be due, as well, to the need for business licenses to engage in trade.

2.8.8 NGOs, CBOs AND CIVIL SOCIETY IN ST. KITTS

There are a number of NGOs and CBOs in St. Kitts, some of which are making significant contribution to the development of civil society on the island. The Salvation Army has, for long, been involved in providing succour to the less fortunate in society, through food hampers and clothing. It has been particularly active in dealing with the poor who have suffered loss of homes and belongings as a result of the recent hurricanes.

The Army’s work extends as well into the field of Education with pre-school facilities, and boasts of having been the first to establish a pre-school in the country some 50 years ago. The Army works closely with the Ministry of Youth and Community Development in providing probation services to troubled youth. In spite of the small size of its flock, the Army’s work is of some significance in the country at large.

Another organisation with a rich record of service to the community is the St. Vincent de Paul. Like its sister Catholic organisations, the organisation has contributed to the work of the Cardin Home. When resources permit, it has worked with elderly shut-ins by ensuring that they are
visited, their blood pressure taken, and baths administered to them. It provides a “good Christian funeral” to persons who cannot afford.

It ran, up until recently, a home for handicapped children. However, when Hurricane George destroyed the building, it had, instead, to find private homes for the children. It also arranges medical attention abroad for children whose parents cannot afford. It has also helped in the rebuilding of homes, and on average, would have 3-4 such projects annually. Its links with international organisations allows it to access resources from outside of the country beyond what its local fund-raising activities can secure.

Another vibrant organisation is the Jaycees. It was the first organisation to mount a major response in the face of the HIV/AIDS crisis. In spite of its small size, its cadre of young people created the platform though which the population could be alerted to the problems of victims of HIV/AIDS, and could address not only their needs, but also the importance of change in sexual practices to arrest the spread of the disease. So effective have been the Jaycees that they have won commendation from PAHO and CAREC, and have been looked to by other Caribbean organisations for the sharing of their experience.

Their civic-minded approach has led them to focus on clean-up campaigns, including the clean-up of beaches and the inculcation of a greater sensitivity for environmental sanitation on the part of the general public. The organisation has among its immediate concerns the care and protection of children in difficult circumstances, and the vexed issue of greater participation of the mass of the population in the development of business in the country.

The Outreach Drugs National Council is another organisation addressing a major problem in the country, namely the increasing proclivity to drug taking in the country. There are also the religious based NGOs which have broached the problem, as well as the more generalised difficulties faced by young people in a society, undergoing rapid social and economic change. The Anglican Youth Association and the Pathfinders minister mainly to the flock of Anglican and Seventh Day Adventist youth, but do, from time to time, attempt to reach a wider circle of young people.

The religious community has also been effective in muting conflict at the political level. Their intervention in the 1990s helped to restore peace and calm to the country, when the internal politics threatened to descend into civil strife on the island of St. Kitts.

NGOs with an economic focus include the Foundation for National Development, the Chamber of Commerce, the Dieppe Bay Fishermen’s, and the St. Kitts Credit Union. The Foundation
engages in the mobilising of funds for on-lending to small business and has performed a very effective role in that regard, with its reach restricted mainly by the limited availability of funds.

The Chamber of Commerce is the organisation most representative of the interests of the distribution and manufacturing establishments in the country at large. In St. Kitts, it has served in the role of watchdog and advocacy over the interest of the business community. Its most serious targets have been the attempt by the Government to raise minimum wages, the reduction and harmonisation of fiscal incentives, and the shortage of labour emerging in some sectors of the economy. The Chamber in St. Kitts does not seem to have done much outside the areas of advocacy.

The St. Kitts Credit Union has made an important contribution by expanding credit supply to persons who would have difficulty securing loans from the traditional banks for establishing small businesses. The acquisition of homes and of land, and the establishment and running of small businesses are areas in which lower income people – the little people of St. Kitts – have been assisted by the Credit Union. It has also been able to mobilise savings from the very low income groups who would not have saved, had there not been an organisation like the Credit Union, that is very receptive to their needs.

The Dieppe Bay Fishermen’s Cooperative like other Cooperatives and CBOs in St. Kitts, might have seen better days. There are few cases of outstanding community based organisations and more so of those with an economic focus. The Dieppe Bay Cooperative could be declared moribund, even though it contributed substantially in the past to the welfare of its members in Dieppe Bay.

2.9 NEVIS

2.9.1 ECONOMY

The economy of Nevis has demonstrated a major shift from sugar and cotton over two decades into tourism and offshore financial services. According to the Minister of Finance of the Nevis Island Administration, the distribution of employment is as follows:

- Tourism 20.8%
- Construction 13.0%
- Agriculture 12.5%
- Public Sector 21.7%
The collection of data on the economy of Nevis has only just started with the staffing of a Statistics Division in the Ministry of Finance in Nevis. Thus, statistical data on the performance of the economy of Nevis by itself do not exist. However, it is clear that the initiatives specific to the island have contributed to the substantial prosperity that it has enjoyed in recent years. Tourism and Financial Services are the pillars of the economic programme of the Nevis Island Administration in its efforts to diversify the economy and create employment and sustainable income growth.

Moreover, it is quite well recognised that while in previous years, workers from Nevis went in large numbers to seek employment in St. Kitts, in more recent times the flow has tended to be in the reverse. Kittitians have joined the trek of workers seeking employment in Nevis, along with others entering from other islands. The jobs have been in Construction and to some extent in Tourism.

2.9.2 **FINANCIAL SERVICES**

The Financial Services Sector is underpinned by four pieces of legislation. These are:

- The Nevis Business Corporation Ordinance, 1984;
- The Nevis International Exempt Trust Ordinance, 1994;
- The Limited Liability Company Ordinance, 1995; and
- The Nevis Offshore Banking Ordinance, 1996.

Soon after the achievement of political independence, the Nevis Island Administration enacted the first piece of legislation. For the next ten years, the island focused on encouraging the formation of companies in Nevis. The shift in 1994 was to diversify by encouraging a wider range of investors, entrepreneurs, and service providers to the island. The Financial Services Department was established in 1998 to perform the regulatory function that had been discharged by the Offshore Registry.

The contribution of the offshore Financial Services Sector is mainly by way of the revenue derived by the Government, contributing 11 percent of the recurrent revenue in 1999. There were some 16,000 International Business Companies registered in 1999. Since the establishment of the institutional machinery for the growth of the sector, it has grown by leaps and bounds.

However, registration does not mean a physical presence. The needs of most firms are served by service providers. There are 47 registered off-shore service providers including local companies registered to do so. However, most are owned by foreigners. Registered agents are usually lawyers and tend to be locals. The companies derive form the Isle of Man, Canada and the United States of America. The NBCOs, LLCs and the Trusts are tax exempt.
The 47 service providers are the ones regulated. They pay corporation taxes. It costs US $700 – $1,000 to register an NBCO, while it costs about $1,000 - $2,000 to register a Trust. There are other fees like filing, opening a bank account etc.

The few nationals employed in the higher levels of the industry earn very high incomes, much above what is paid on the rest of the domestic employment market. A Trust Officer will earn in excess of EC$ 5,000 per month, which is what the highest paid public servants with professional degrees and experience would earn.

On average, there are about four persons employed per establishment. The Manager is likely to be foreign, but the Secretary, the Clerk and the Trust Officer tend to be nationals.

The industry now faces threat from the OECD countries that see offshore financial centres in places like Nevis as creating “harmful tax competition.” The challenge will be to create the legal instruments to protect the industry while deflecting the charges made about it by the OECD Countries.

2.9.3 Tourism

With over 1,000 jobs, the Tourism Sector has been the significant employer in the economy of Nevis. There is one larger Five Star Resort – the Four Seasons Resort – which has helped to put Nevis on the maps of the international tourism industry. The other hotels are smaller but have been able to create a niche in the market to some extent, by utilising the abandoned facilities of the sugar estates and other plantation relics.

The Island Administration has taken steps to differentiate the tourism sector of the island from that of the sister island by establishing its own tourism promotional unit. The new Nevis Promotion and Marketing Authority will effectively market Nevis separately from the Federal Government.

The Government has increased the budget allocation to Tourism from EC$650,000 in 1997, to EC$2.2m in 2000, in keeping with the role it sees the sector performing in the development of the country. A new tourism office was established in 1999 in Europe to promote the island and a tourism web site has been created to provide information on the island. Other promotional efforts included the organisation of trips for the travel agents, travel journalists and tour operators. A number of workshops have been run for taxi drivers in the tourism sector.

The hurricanes and storms in recent years may have had some impact on visitor arrivals. While the country as a whole experienced a 4.8 percent growth in visitor arrivals in 1998 over 1997,
Nevis suffered a decline of 16.3 percent. In 1998, 13.4 percent of the visitors to the country disembarked in Nevis: this was a reduction on the level achieved in 1997 – 16.7 percent. The closure of the Four Seasons Hotel for repairs in the last season would have meant a reduction in arrivals of even greater magnitude.

2.9.4 AGRICULTURE

Nevis’ sugar industry disappeared several decades ago. In its stead emerged a small scale agriculture that produced cotton for export markets and vegetables and fruits for the markets in St. Kitts and the immediate subregion. In the more recent past, with the decline in cotton, there has been a shift and the sector is now concentrated mainly on animal husbandry including poultry production, bee-keeping, and vegetable production. The Government has sought to promote the link between tourism and agriculture. However, most of the supplies to the former derive from imports.

Given the growth in employment on the island, agricultural labour is difficult to access unless it is foreign. In respect of poultry, much of the output is by way of egg production. There is also a small amount of small ruminant husbandry – sheep, goat and pork production.

With the establishment of the Four Seasons Hotel and Resort in the 1990s, the Nevis Island Administration has made concerted efforts to link agriculture and tourism. With the assistance of CARDI, the Ministry of Agriculture in Nevis helped the Nevis Growers’ Association to develop the capacity to supply high quality produce to the hospitality industry. A cadre of commercially oriented farmers has emerged, supplying vegetables. They have adapted new varieties, and have displayed good capabilities in the use of new technologies including drip irrigation. They have also developed export capacity in respect of onions and yams, which are supplied to regional markets.

The bee-keeping sector has been the brightest spot in domestic agriculture. The Beekeepers’ Cooperative provides for collective marketing and export of honey. The island’s presence in the regional industry is underscored in its being selected for Congress of Caribbean Beekeepers in August 2000.

There has been a long tradition in fishing. Indeed, Nevisian fishermen provided supplies to the islands in the past, with their main market being St. Kitts. Catches have dwindled as a result of over-fishing and this has led to a precarious existence for those who remain in the industry. The Nevis Fishermen’s Cooperative has been in existence since the 1970s, but has witnessed a decline in the number of members. Of the 260 registered members, less than 200 are active.
While there are obvious opportunities for the expansion of agriculture in Nevis, the competition for labour from other sectors dictate that agricultural activity has to be high earning in Nevis.

### 2.9.5 Private Sector Development

Private Sector Development has been the primary source of growth in the economy. Fiscal and other incentives have encouraged foreign capital. The offshore financial sector has been a prime example of this. However, the Tourism sector has also been the locus of foreign investment on the island.

The Nevis Island Administration is mindful of the need to maximise domestic participation and has through the Small Business Development encouraged the small business sector. Small-scale commerce, craft producers and fishing have been promoted by the Unit, which has been an exact replica of the Unit in St. Kitts in terms of structure. However, the Island Administration is seeking to go further by creating tax concessions for such businesses and by securing soft loans for onlending through the sector.

### 2.9.6 Public Utilities

The main public utilities on the island have been directly under the state control. The Government have invested heavily in electricity since 1992, according to the Minister of Finance.

The decision has been taken for divestment and privatisation of Electricity, and with the assistance of the Caribbean Development Bank (CDB), the Government is seeking to establish the best management and operating structure for the utility under divestment. The Government expects however to retain shares on behalf of the general public and in the public interest in the privatised utility.

Water Services have also been directly provided by a State controlled authority. Water has been sourced mainly from wells, is chlorinated and then pumped through the distribution infrastructure, which reaches to almost all communities on the island. In recent years, the supply has proved inadequate to the demand, partly because of the rapid expansion imposed by the burgeoning hotel industry. A desalination plant has become a necessity but here again the Government is proposing private sector involvement in a facility that will build, own and operate the plant and sell water to the Island Administration at an agreed price.
2.9.7 **Ethnicity**

The population of St. Kitts and Nevis is largely of African descent. More recently, there has been some change to the ethnic mix of the population. There have been inflows of Guyanese, including Guyanese of East Indian descent. There are also Hispanics, some with Nevisian ancestry entering the island. All these are becoming part of the settled population of Nevis, and will modify its largely Afro-Caribbean ethnic mix.

The recency of the inflows does not permit speculation of the likely course of inter-ethnic relations. The most distinctive group so far have been the Guyanese East Indians who have displayed greater inclination to seek co-ethnics from Guyana itself in forming new families. This may be due to the specific strained inter-ethnic relations in Guyana itself, but may be attenuated in Nevis as their new country of residence.

2.9.8 **NGOs, CBOs and Civil Society**

There are a few NGOs and CBOs that have made a substantial contribution to the development of the island and to the country as a whole. A few have had access to support of the Island Administration. The Change Centre, for example, was initiated with a substantial and continuing contribution from the Island Administration. Its Chief Executive Officer is a government employee on secondment.

The initiative, however, came from a few public spirited individuals who were moved to develop a structure to deal with the apparent social fall-out from the rapid social and economic change that the island of Nevis experienced in the 1990s. The Change Centre provides support and remedial services to victims of abuse. It also mounts educational programmes through workshops and radio interviews for the general public and for key agencies like the Police Department.

The St. John’s Community Club has, from time to time, taken developmental initiatives, but remains largely an organisation mobilising assistance for particular deprived groups on Nevis. In addition, by the mere fact of its establishment, it set a tone in the island, and prompted emulation by other community organisations seeking to fulfil a similar role in their respective communities.

The Red Cross of Nevis has been very active especially in the recent hurricane and storm episodes that the island has had to endure over the last decade. With very entrepreneurial leadership, the Red Cross has been able to raise funds from the community at large, as well as to generate its own source of funds, which are all used in support of those in distress, whether as a result of natural disaster or through social dislocation.
The Nevis Credit Union has been able to deepen the savings ethic in a community that was already distinguished by its savings behaviour. The Credit Union has a membership of over 3,000 persons, and the funds under its management have been used to contribute to the development of small businesses and to expansion of the housing stock through home mortgages.

Other very effective cooperative efforts are the Nevis Fishermen’s Cooperative, the Nevis Beekeepers’ Cooperative and the Nevis Craft Workers’ Cooperative, all of which support directly productive activity that is viable and contributory to employment creation and income sustainability.

The Chamber of Commerce of Nevis, recently resuscitated, contemplates a developmental role for itself and the community at large in respect of the stimulation of business and the deepening of participation by Nevisians. There is also a Hotel Association that attempts to foster a better understanding among the population at large on the role the Tourism Sector plays in the country and the way in which Nevisians can ensure sustained benefits. With a population of less than 10,000 people, Nevis is not without purposeful NGOs and CBOs performing voluntary work, but more may be needed relative to its needs in the future.

2.9.9 Other Societal Influences

2.9.9.1 Urban/Rural Differences

The island’s population is well dispersed, mainly on the west of the island, with a smaller number of communities and villages on the east. Small population size and its geographic dispersal result in the relative absence of population concentration. Inevitably, the port of Charlestown and its historic role in the evolution of the economy and society have meant that it is the closest approximation to a town. It is the seat of administration for the island, and the headquarters or main office of the private sector entities operation on the island.

2.9.9.2 Immigration and Emigration

Nevis, like St. Kitts, has experienced considerable emigration, and now more recently immigration. Many Nevisians have relatives abroad and visit and are visited as part of “international” family. Death announcements attest to the closeness of relatives who reside abroad and are deemed to be essential members of extended households. The flow of people in and out of the island has undoubtedly contributed to the worldview held by Nevisians and to the nature of their consumption patterns and culture of living.

While external migration has been significant, there has also been substantial internal migration. The faster rate of growth in St. Kitts, in the immediate post-independence period, resulted in a
continuous flow of labour from Nevis to St. Kitts. Since the early 1990s, with the rapid expansion that has taken place in Nevis, there is now some indication of a reverse trend in internal migration.

2.9.10 TRANSPORTATION

Minibuses provide internal public transport between Charlestown and the various villages of the island. Private automobile ownership has been increasing and this has started to put some pressure on roads in the island. The Island Administration has utilised loan finance from the CDB for its Road Improvement Project. Its most recent initiative in this regard involves the upgrading of the main road from the airport to the market shop by way of Charlestown. The result would enhance the amount of paved roadway on the island.

The thrust into tourism has been a contributory factor in the demand for road upgrading and expansion. The tourism sector has created employment with taxi services increasing to meet this expanding demand. With the expansion of construction, for hotel development and other private and public buildings and infrastructure, there has also been increasing heavy duty traffic. Unfortunately, the administration has allowed in very heavy trucks, which, for their sheer size and weight in haulage, are inconsistent with the quality of the roads that have been constructed. The result has been severe damage to the existing road system.

Sea transport for passengers is supplied by the Federal Government ferry service and the private ferry operators. The service is regular and well patronised by the general public. Thus, there is no problem in relatively cheap travel between the two islands. The port of Charlestown is not yet able to accommodate large cruise vessels. Cruise ship visitors have to be accommodated by water taxis in coming on shore. A deep water harbour has been constructed at Long Point.

There is also a light aircraft scheduled service, which is also responsible for the ferry of tourists from St. Kitts to Nevis. However, the light aircraft service is very much used by citizens as well. A major investment has been made in the upgrading of the airport. A major renovation of the Newcastle Airport Terminal is now underway. The airport road has been diverted and a new car park has been completed to accommodate the expansion of the terminal. It is expected that larger aircraft will be able to use the airstrip thus allowing Nevis to receive tourists from a wider array of countries, than from Antigua – 15 minutes away – and from the sister island of St. Kitts. The airport is still not able to accommodate jet aircraft and this will rule out long haul traffic. The airport expansion and development have been financed primarily by the Kuwaiti Fund for Arab Economic Development.
2.10 CONCLUSION

The Federation of St. Kitts and Nevis embarked on political independence with the major task of diversifying a monocultural economy. The federal structure has endured in spite of tensions. The economy has achieved considerable transformation as tourism, light manufacturing and off-shore finance have compensated for declining foreign exchange earnings from sugar production. Unemployment is low by Caribbean standards and labour has had to be imported for positions that nationals are unwilling or ill-equipped to fill. Respectable growth rates have allowed the country to upgrade its physical and social infrastructure. Per capita GDP puts the country among the middle income group in the international context.

There are emerging problems, however. On the physical side, there is increasing incidence of storms and hurricanes, a factor that dictates that standards in infrastructure investments have to be considerably upgraded, at tremendous costs to a small island economy. Crime has increased, and there is clear evidence that the country has been targeted by the international drug cartel as a transshipment node for trafficking. On the economic front, there are threats as well. There are imminent fiscal difficulties. Globalisation makes all production subject to immediate international competition. The country cannot compete in low wage manufacturing given its wage structure vis-à-vis locations like the Dominican Republic. The OECD has listed St. Kitts and Nevis as one of the states engaged in harmful tax competition, with the result that it could face sanctions because of its attempt to attract off-shore finance operations. This is the backdrop against which it has to attack poverty.
SECTION II
POVERTY IN ST. KITTS
3.0 THE NATURE OF POVERTY IN ST. KITTS

3.1 KEY FINDINGS OF THE SURVEY OF LIVING CONDITIONS AND SITUATIONAL ANALYSES

3.1.1 OVERVIEW

This section of the report provides estimates and main features of poverty in St. Kitts. In absolute terms, the quantification of poverty involves the aggregation of its occurrence into a single statistic. In this report, that single statistic is based on the poverty line. This measure of poverty rests on the consumption expenditure of households. A poverty line based on household consumption expenditure is derived from the expenditure necessary to purchase the minimum nutritional and other fundamental requirements for living. Those households that are able to afford this expenditure are non-poor, and those not able to do so are poor.

This section reports also on the perspectives of selected poor communities. While the SLC focuses on a range of quantitative indicators of poverty, the CSA allows the poor to voice their perspectives on their conditions, and affords the analyst the opportunity to understand the thinking of the poor, their perspectives on the causes of poverty and the solution to their problems. In other words, the SLC has generated the ‘hard data’ that can be subjected to statistical analysis, but has nothing on the feelings and concerns of the poor.

The CSA, on the other hand, provides snapshots of poverty based on the feedback from mainly poorer key informants of different age ranges and from both males and females in the community. Discussions were also held with a number of poor persons in their own homes in each of the selected communities. The CSA is not subject to statistical analysis and testing, but it provides varying insights of people who comprise the society and its respective communities. Full details on the methodology used in the CSA, including the number, and range in age, and gender of the people who participated, are given in the Appendix. The result of these two approaches is the detailing of the macro, meso and micro components of poverty in the economy and society, and their impact on the people at the lowest end of the income scale.

The comments made in the CSA are reported in respect of various themes and issues. Indeed, there are many issues which could not be treated by the SLC, but on which the CSA provides considerable insight. People’s understanding of longitudinal changes, improvement or deterioration in conditions could not be got from the SLC. There are occasions, however, where the qualitative commentary diverges from or contradicts the statistical findings from the survey. There are also instances where perceptions of respondents in the CSA do not conform with the thinking in Government or with public documentation.
An underlying premise in the use of the material from the CSA is that whatever the basis of a perception, or however unfounded it may be, it is real in its effect in society, even when a minority is wedded to a particular view. Where information from the CSA is used, it is introduced with the indication that it derives therefrom, and should not be treated in the same way as quantitative data. On the other hand, the CSA is highly relevant in getting behind many of the quantitative results. It has value in and of itself, in addition to being complementary to the SLC.

In the case of St. Kitts, eight communities were selected, and focus group and other discussions were conducted therein. The communities were:

- Conaree
- Irish Town
- Old Road
- Fig Tree
- St. Paul’s
- Dieppe Bay
- Saddler’s
- Phillips

3.1.2 Origins and Causes

Material deprivation in St. Kitts has its roots in the historical circumstances of the society. This has to do with its place in the international economic order as well as with the nature of the internal productive and social arrangements that followed from this fact. In the case of St. Kitts/Nevis the production of sugar dominated economic activities for most of the history. Some of the data collected in this survey and reported on later in this chapter seem to suggest a clear association between the activities of the sugar estates and chronic or long-term poverty (See Case Studies). Thus the continued role of these societies within the global economy as producers of primary produce subject to the vagaries of weather and the terms and conditions of a fickle world market provide the structural context within which material poverty is perpetuated.

On the other hand, while some degree of diversification has taken place, it has been inadequate to absorb fully the available labour force in activities that free everyone from poverty. In addition, large numbers are ill equipped to participate in those activities, or in the more rewarding areas of economic activity.
3.1.3 Magnitude: Estimates of Poverty in St. Kitts

Analysis of the national survey data reveals that 30.5 percent, or a little less than 1 in 3 individuals in St. Kitts were poor. This means that their monthly expenditure was less than the cost of meeting their minimal food and other basic requirements. In dollar terms, this amounts to an average monthly expenditure of EC$280.05 or EC$3,360.60 per annum. Since the population is divided into 20 per cent groupings (quintiles), with quintile 1 being poorest, this means that all of quintile 1 and a half of quintile 2 fall below the poverty line. Poor households comprised 16 percent of the total number of households in the country. At the same time, 11 percent, or slightly more than 1 in 10 individuals in the country were found to be extremely poor or indigent. This means that their monthly expenditures were less than the cost of satisfying their minimal requirements for food – EC$177.93. These individuals comprised four percent of the total number of households of the island. The response rate in St. Kitts was 89 percent. The Box below provides a summary of key estimates on the poverty situation of the island.

The two measures of poverty utilised are the poverty gap index and the Foster, Greer, Thorbecke, P2 measure. While the Headcount Index measures the prevalence of poverty, the poverty gap index provides a measure of the depth of poverty. The FGT2 provides a measure of the severity of poverty. The poverty gap index provides an aggregate measure of the distances of all of the poor from the poverty line. The FGT2 is a more refined or sensitive measure of the differences between persons and households below the poverty line.

The two measures for each parish and the entire country are shown in Table 3.1. The index for St. Kitts is lower than in some of the other Commonwealth Caribbean for which studies have been conducted recently. In a relative sense, less is required in the transfer of resources from the better-off to the poor, to eliminate poverty in St. Kitts. The Gini measure of inequality is not extreme by the standards of developing countries. Chi-square tests were performed to test for significant differences among socio-economic groups: these are reported in Appendix IV.

The geographic distribution of poverty, of unemployment, the poverty gap and poverty severity is shown in Figures 3.1, 3.2, 3.3 and 3.4. The parish with the highest percentage of poor was St. Mary on the east and the lowest, Trinity on the west of the island. The poverty gap and poverty severity were also the largest in St. Mary. Unemployment was also highest in St. Mary.
BOX 3.1: SUMMARY OF KEY ESTIMATES FOR ST. KITTS

<table>
<thead>
<tr>
<th>Category</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Poor Individuals</td>
<td>30.5</td>
</tr>
<tr>
<td>Poor Households</td>
<td>16.0</td>
</tr>
<tr>
<td>Indigent Individuals</td>
<td>11.0</td>
</tr>
<tr>
<td>Indigent Households</td>
<td>4.3</td>
</tr>
<tr>
<td>Poor under 25 years of age</td>
<td>67.8</td>
</tr>
<tr>
<td>Percentage of the Poor that were Male</td>
<td>44.0</td>
</tr>
<tr>
<td>Percentage of the Poor that were Female</td>
<td>56.0</td>
</tr>
<tr>
<td>Percentage of all Males that were Poor</td>
<td>29.0</td>
</tr>
<tr>
<td>Percentage of all Females that were Poor</td>
<td>32.0</td>
</tr>
<tr>
<td>Unemployment Rate Among Poor</td>
<td>5.3</td>
</tr>
<tr>
<td>Unemployment Rate Among Poor Men</td>
<td>0.0</td>
</tr>
<tr>
<td>Unemployment Rate Among Poor Women</td>
<td>9.1</td>
</tr>
<tr>
<td>Percent of Household Heads in Elementary and Low Level Occupations</td>
<td>70.0</td>
</tr>
<tr>
<td>Labour Force Participation of 15-19 Age Group among the Poor</td>
<td>16.1</td>
</tr>
<tr>
<td>Labour Force Participation of 15-19 among the Non-Poor</td>
<td>6.4</td>
</tr>
<tr>
<td>Percentage of Poor with no Educational Certification</td>
<td>57.1</td>
</tr>
<tr>
<td>Percent of Poor in Ill-Health</td>
<td>6.4</td>
</tr>
<tr>
<td>Percent of Poor Using Health Centres</td>
<td>42.4</td>
</tr>
<tr>
<td>Poor in Wooden Dwellings</td>
<td>17.5</td>
</tr>
<tr>
<td>Poor with Outdoor Kitchens</td>
<td>21.5</td>
</tr>
<tr>
<td>Poor with Pit Latrines</td>
<td>30.5</td>
</tr>
<tr>
<td>Poor with Outdoor Baths</td>
<td>35.6</td>
</tr>
</tbody>
</table>

Table 3.1: The Poverty Gap and the FGT2 Index by Parish, St. Kitts

<table>
<thead>
<tr>
<th>Parish</th>
<th>Headcount</th>
<th>Poverty Gap</th>
<th>Poverty Severity</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Individual</td>
<td>Household</td>
<td>Individual</td>
</tr>
<tr>
<td>All St. Kitts</td>
<td>30.5</td>
<td>9.169</td>
<td>2.469</td>
</tr>
<tr>
<td>St. George</td>
<td>24.5</td>
<td>6.841</td>
<td>1.864</td>
</tr>
<tr>
<td>Trinity</td>
<td>9.1</td>
<td>12.416</td>
<td>2.505</td>
</tr>
<tr>
<td>St. Thomas</td>
<td>31.0</td>
<td>11.260</td>
<td>3.107</td>
</tr>
<tr>
<td>St. Anne</td>
<td>28.8</td>
<td>10.95</td>
<td>3.079</td>
</tr>
<tr>
<td>St. Paul</td>
<td>32.0</td>
<td>2.965</td>
<td>0.686</td>
</tr>
<tr>
<td>St. John</td>
<td>44.5</td>
<td>8.484</td>
<td>2.560</td>
</tr>
<tr>
<td>Christ Church</td>
<td>25.7</td>
<td>9.449</td>
<td>2.223</td>
</tr>
<tr>
<td>St. Mary</td>
<td>52.4</td>
<td>18.897</td>
<td>6.309</td>
</tr>
<tr>
<td>St. Peter</td>
<td>18.5</td>
<td>4.304</td>
<td>1.111</td>
</tr>
</tbody>
</table>

Gini for St. Kitts = 0.3967. For Parish Headcount see Table 3.8.

*Consistently with previous studies, Poverty and Severity Gaps are reported for households also.
FIGURE 3.1: DISTRIBUTION OF POVERTY – ST. KITTS

POVERTY DISTRIBUTION BY PARISH

<table>
<thead>
<tr>
<th>Parish</th>
<th>Poor (%)</th>
<th>Non Poor (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>St. John</td>
<td>44.3</td>
<td>55.7</td>
</tr>
<tr>
<td>St. Pauls</td>
<td>32.0</td>
<td>68.0</td>
</tr>
<tr>
<td>Christ Church</td>
<td>21.7</td>
<td>78.3</td>
</tr>
<tr>
<td>St. Anne</td>
<td>21.0</td>
<td>79.0</td>
</tr>
<tr>
<td>St. Mary</td>
<td>51.4</td>
<td>48.6</td>
</tr>
<tr>
<td>St. Thomas</td>
<td>71.0</td>
<td>29.0</td>
</tr>
<tr>
<td>St. Peter</td>
<td>41.0</td>
<td>59.0</td>
</tr>
<tr>
<td>Trinity</td>
<td>7.4</td>
<td>92.6</td>
</tr>
<tr>
<td>St. George</td>
<td>16.0</td>
<td>84.0</td>
</tr>
</tbody>
</table>

KAIRI
FIGURE 3.2: DISTRIBUTION OF UNEMPLOYMENT – ST. KITTS

UNEMPLOYMENT DISTRIBUTION BY PARISH

<table>
<thead>
<tr>
<th>Parish</th>
<th>% Unemployed</th>
</tr>
</thead>
<tbody>
<tr>
<td>St. John</td>
<td>5.7</td>
</tr>
<tr>
<td>St. Pauls</td>
<td>1.9</td>
</tr>
<tr>
<td>Christ Church</td>
<td>4.2</td>
</tr>
<tr>
<td>St. Anne</td>
<td>6.3</td>
</tr>
<tr>
<td>St. Mary</td>
<td>6.6</td>
</tr>
<tr>
<td>St. Thomas</td>
<td>4.9</td>
</tr>
<tr>
<td>St. Peter</td>
<td>5.3</td>
</tr>
<tr>
<td>Trinity</td>
<td>0.0</td>
</tr>
<tr>
<td>St. George</td>
<td>6.4</td>
</tr>
</tbody>
</table>

UNEMPLOYMENT DISTRIBUTION
- 0 - 1.9
- 1.9 - 4.9
- 4.9 - 5.9
- 5.9 - 6.6
Figure 3.3: The Poverty Gap – St. Kitts

Poverty Gap by Parish

Poverty Gap
- 0.686 - 1.111
- 1.111 - 2.223
- 2.223 - 3.107
- 3.107 - 6.309

St. Pauls
St. John
Christ Church
St. Mary
St. Anne
St. Thomas
Trinity
St. Peter
St. George
FIGURE 3.4: POVERTY SEVERITY – ST. KITTS

POVERTY SEVERITY BY PARISH

<table>
<thead>
<tr>
<th>Parish</th>
<th>Poverty Severity</th>
</tr>
</thead>
<tbody>
<tr>
<td>St. Jacob</td>
<td>6.5400</td>
</tr>
<tr>
<td>St. Pauls</td>
<td>6.1360</td>
</tr>
<tr>
<td>St. Anne</td>
<td>1.2760</td>
</tr>
<tr>
<td>St. Thomas</td>
<td>1.6320</td>
</tr>
<tr>
<td>Trinity</td>
<td>6.6060</td>
</tr>
<tr>
<td>Christ Church</td>
<td>6.7760</td>
</tr>
<tr>
<td>St. John</td>
<td>1.1010</td>
</tr>
<tr>
<td>St. Mary</td>
<td>2.5320</td>
</tr>
<tr>
<td>St. Peter</td>
<td>6.1710</td>
</tr>
</tbody>
</table>
G3.1.4 Community Perspectives on Wealth, Poverty and the Experience of Poverty

Informants in the CSA identified several key factors that, in their view, contributed to, perpetuated and kept them in a state of poverty. Chief among these were unemployment because of lack of job opportunities, unavailability of regular work, and unemployability of the majority of community members. However, several people were of the view that negative attitudes such as indifference, laziness and unwillingness to do whatever work is available, were also responsible for the high level of unemployment especially among the youth.

In addition, while there was a general feeling that more educational opportunities were now available and that more young people were making use of these opportunities, there was also the recognition that because of lack of qualifications and because of the low level of education, some of the people in these communities were functionally illiterate and lacked knowledge and skills that would make them employable. Linked to this and mentioned by several of those who were involved in the CSAs is the low self-esteem, lack of self confidence and motivation, and high levels of dependency displayed by many.

Also cited as contributing factors were lack of resources and the loss of valuable human resources that have resulted from internal and overseas migration. Limited access, or no access at all, to land and the abuse and underutilisation of natural resources were also cited as contributing factors. Other factors identified were crime and drugs. It is interesting to note that in one of the communities, involvement in drugs was regarded as an important source of income, as a survival strategy and as an alternative to living in poverty.

Several people were also of the opinion that having large numbers of children also contributed to poverty, especially if, as in the majority of cases, these children live in households in which there are no fathers to provide either financial or emotional support. Another factor identified as contributing to poverty was the absence of organised community groups and neglect and lack of assistance by government in providing facilities and services, and in mobilising and organising community development activities.

Individuals in St. Kitts identified poverty in these words:

“When you can’t satisfy your needs for the basic things, food, shelter and clothes for yourself and family”

“When you can’t afford to buy bread”

“When you hungry and naked”
“When you don’t have enough to eat and nowhere to live”

“When you can’t make ends meet

“Being poor in spirit as well as in material things”

“Living in unfavourable conditions and not having all you need to live comfortably”

“A low standard of living”

“Being in a destitute condition”

“When parents can’t provide for their children”

“Not being able to provide for yourself and your family”

“No money to buy things for the children”

“Poor education”

“When your father and mother don’t rear you up properly”

“When you go to sleep at night and you don’t know what you will give the children to eat in the morning”

“Low wages”

“Having too many children”

“Poverty is a crime, it leads to crime”

The above words from the mouths of the poor, capture poverty in all of its various dimensions, and while most of the comments were related to lack of material things, there were individuals in all of the communities who pointed out that moral, spiritual and even intellectual poverty were also realities that affected the quality of life.

“We is poor in material things and in that respect we may not be able to eat three meals a day, but we rich in mind”
In St. Kitts, residents in several of the communities identified as poor and selected for the CSA, were adamant that their communities were not poor, or not as poor as others. At the same time, different individuals and different groups of people in the same community sometimes had different perceptions about the level of poverty in their communities. For example, a Rastafarian male who has lived all of his life in Irish Town said:

“Yes I agree that my community (Irish Town) is one of the poorest communities in St. Kitts and Nevis”

But a retired male living there for the last forty years disagreed because:

“It has shops, it’s a business area, just that the focus is on rum”

And a Health Worker said:

“No, not all areas are underdeveloped, so some areas are not poor”

In Conaree, too although some people were of the view that it was a poor community, there were others who did not agree and others who felt that things had improved.

“True! Illiteracy exists because of school dropouts at an early age, there is too much alcoholism and incest is high”

“I do not agree. There are no slums. It is poor but not one of the poorest. Most people are home owners, no matter how small the houses are”

“Conaree is poor in a sense, because most people are factory workers, and because of the number of children they have”

“Conaree is poor but not poverty stricken, they have houses to live in, they have food, only a few people live in poor conditions”

In Phillips although the majority of persons who participated in the various activities were of the view that the community was poor, there were two individuals with influence in the community who felt otherwise. According to them,

“There is no poverty or low conditions in this community, you no see the amount of wall house up here?”
“To me poverty is a very strong word to use for I do not see it existing in our village, lack of resources yes, but not poverty”.

“Everybody poor but could survive”

“It is more developed than some other villages”

Several people in Saddlers were emphatic that their community was not poor. According to them, since the Labour Government had come into power, much had been done to improve living conditions. They pointed out that roads had been repaired, the health clinic had been renovated, there had been significant improvement in housing and several people who once lived in shacks had moved into starter houses. There were more job opportunities and more people now had access to facilities and services like water, electricity and daycare.

“People feel that the area is bad and attach a stigma to it”

“Even teachers who are residents of Conaree have quit school because of the ridicule they get from staff”

The above and other similar statements were made mainly by individuals who participated in the community workshops and by community leaders and sometimes produced contradictory views about the degree and level of poverty in the communities studied. In some cases, these perceptions were based on improvements, especially in housing, in the communities over time, on the fact that people were surviving and on the belief that although people may seem poor this was not necessarily the case. However, it is important to note that many of these comments were based on the existence of material and economic resources that contributed to living conditions, but seemed to ignore the social, psychological and emotional factors that affect and determine the quality of life.

At another level, through focus group discussions, the voices of people living in poverty were strong. Their definitions of poverty, their experience of living in poverty, and their views of it and its effect on them as individuals and on the quality of their lives not only counterbalances statements made by others, but are absolutely essential for identifying and understanding the different levels and degrees of poverty that exists in the communities studied.

The statements and other information gathered also clearly identify different degrees and levels of poverty and suggests that these communities and the people living in them could be placed along a continuum from destitute, to poor to needy. This is important and has implications for policies and programmes designed to alleviate poverty, for if they are to achieve their goals, then
policy makers and programme planners must be able to identify degrees and levels of poverty and the stages at which individuals and groups in the community are.

Within the households in which interviews were conducted women had the major responsibility for providing for the financial needs of their families. However, about two thirds of these women were single parents, were unemployed and had no source of regular income. The small number that was employed had low paying jobs on the sugar plantations or in factories, or did occasional, part-time work when they could get it. Because of the very low wages for which many women worked, in several of the communities there were women who were working in two and sometimes three jobs. Even so, their total income was still insufficient to meet their families’ needs.

“Many mothers work at the factories or in the cane fields, they find it difficult to take care of their needs”

“There are a lot of mothers with plenty children working for little money”.

“Most of us work two jobs”

“I work at the industrial site in a factory, the money can’t meet my needs so to help me out with the bills I make suckers (ice lollies) and sell, I also sell a tray with cookies and so on”

“I can’t afford to feed the children properly”

“Sometimes mothers are even forced ‘to do wrong’ to give their children what they want”

In the nuclear households too, the male heads of households were employed in low paying jobs on the estates or were self employed carpenters, masons, or farmers. In the households in which they are elderly persons, the latter depend on pensions of EC$40.00 per week and on:

“Whatever little relatives, friends or neighbours give”

The amount of money that comes into the poor households in these communities is therefore very little and averages between EC$50.00 and EC$150.00 per week. In a good week it could be as much as EC$250.00. This amount is insufficient, according to the respondents, to provide the basic needs of food, shelter and clothing. Most of the available money is spent on food for the children and several are often obliged to go without eating.
“Whatever little I get I give to the children, I don’t eat sometimes”

“Many people go to sleep hungry”

“You go to the ghaut, pick a soursop or break a piece of cane, you eat dat and satisfy”

“Bread, food and transportation gone up, but the minimum wage has not moved”

“After buying food and paying bills there is nothing left for clothes or anything else”

“I don’t know when last I buy a frock”

Remittances from abroad are another source of household income and in-kind contributions from overseas relatives such as barrels and boxes of clothes and foodstuff are an important contribution to poor households.

“Sometimes we depend on our family abroad”

However, while a few families did receive assistance from their relatives abroad, this was not a regular feature and did not make any significant contribution to household income.

Credit facilities, access to credit and the ability to save are all affected by the availability of money and by people’s ability to pay. In some communities, people are allegedly living off the credit facilities offered by village shops. Several households credit from these shops on a weekly basis, but because of low and unsteady incomes some find it difficult to pay.

“We trust from the shops and pay every weekend when we get our money, sometimes the money is just enough to pay the shop”

“A lot of trusting goes on, sometimes as soon as you finish paying the shop you have to trust again the same time”

“Mothers can’t trust enough food to feed us, so we eat a lot of cane”

“I hate trusting, my heart hurts me when I know I have to come home and face the shop”
Many poor households therefore depend on handouts and hand-me downs and a few may buy clothes in jumble sales. In Conaree several families live off the dump while in some other communities, for example in Phillips, drug trafficking is an important source of income for some families.

“Ganja helps to put food on the table, put roof over man head, put clothes on he back. Ganja help we to pay we bills and it ease the pressure”

Many of the people in the selected communities have inherited poverty and are caught in a vicious cycle from which they find it difficult to break out and from which many of them think it is impossible to escape. Several admitted that their parents were poor, that poverty is a way of life for them and that they had no choice. They not only accepted the conditions under which they lived, but seemed unaware of alternatives, and resigned to accept their situation as their lot in life. Many live a routine and meaningless life, have few aspirations, and accept their lifestyle as ‘normal’.

“I come from a poor family, even when you want something if it wasn’t there it wasn’t, that is how I grew up”

“Since ah born ah ketching hell”

“I come from a poor family, I am a poor woman, if I was rich I would have a wall house”

“My family was always poor”

“My family was poor, my mother had seven girl children. We had things hard, sometimes when we come home from school nothing to eat”

One good way to assess poverty is to listen to the voices of those who live in and experience poverty on a daily basis. Doing so increases the realisation that different groups experience poverty in different ways and the focus group discussions with women, men, young people, and the elderly, yielded valuable insights on their experience of poverty and on what being poor means to them.

3.1.4.1 Children

Although in the CSA no discussions were held with children, data generated by the various activities show that children are seriously affected by poverty. In fact in seven of the 12 communities surveyed, five in St Kitts and two in Nevis, most people were of the view that children are the group that feel the negative impact of poverty the most. In the households
interviewed, there were nearly twice as many children as there were adults and the majority of these were under 12 years of age and about one third of these were under five.

Many of these children are part of large families and live in female-headed single parent households composed of several children, and that often contain other adult relatives. As has already been pointed many of the mothers are unemployed or work for very low wages and as a result are unable to provide enough food and clothes, adequate health care or daycare and early childhood education for their young children.

“Parents can hardly afford basic needs for their children”

“When mothers have a large family the children often go without adequate meals.”

“Children will get the squeeze if their parents are unable to provide”

Some people were of the view that some mothers did not know how to prioritise, that they spent the little money they had on themselves and neglected their children.

“Some parents want to dress in the latest styles and brands and won’t buy the textbooks that the children need”

“Some women wear the best hairdo and the most expensive clothes and shoes and lef dey children hungry”

However, several women indicated that they often went without in order to provide for their children and ‘feel bad’ when they cannot give the children what they need.

“I does be embarrassed when my children need something and I can’t afford to buy it for them”

“My children don’t understand when I tell them I can’t afford to buy them the things they want, they get so resentful”

Children in low-income households suffer various types of neglect and deprivation that affect their growth and development. This is especially in relation to their education and to their physical, psychological and emotional health. For example, they are more likely to stay away from school or drop out early in order to take care of siblings or to earn money. In several of the communities surveyed there are a number of children who were not attending school regularly and who had dropped out without completing their education. Some did so because parents could
not afford to buy books or uniforms to send them everyday, others because they had to stay at home to care for younger siblings, and several girls because of pregnancy.

“Some children miss out on school because they don’t have any clothes to wear to school”

“Mothers can’t afford to pay the $30.00 for preschool”

“One of my daughters had to leave school in form two and one had to leave in form four because of pregnancy”

“Some young girls go to school and come out with big belly, they leave for school and go and sleep with men, old men to get money”

Several of these children are therefore being:

“… deprived of their lesson that will make them man or woman later”

In terms of health, information collected in household interviews revealed that children in some of these households are not healthy. Although some of them do get lunch at school, at home, their mothers’ inability to provide a balanced diet often means that insufficient food and irregular meals are the norm. Several are therefore undernourished or malnourished.

“Those who are less fortunate can’t afford to feed their children properly, a good thing they have school meals”

“If children hungry they can’t learn and lack of nutrition affects their sporting ability”

In addition several are not well. Tonsillitis, sinusitis, asthma and other respiratory tract infections were fairly common and there were also a few cases of children with epilepsy and one with a growth that needed removing. At the same time in one of the households interviewed there were four children, two physically challenged and two mentally challenged, who were either in need of medical attention and therapy or other assistance.

Because poor parents are often under a lot of stress, are anxious, angry and frustrated, they are more likely to take out these negative feelings in behaviour that has adverse effects on and serious implications for the development of their children. Verbal and physical abuse, ridicule, insult and battery were not an uncommon experience for children in the communities, and some children are victims of incest and are also witnessing and experiencing violence. Many have
become involved in crime and other anti-social activities. As a result the emotional and psychological health of children in the poor communities surveyed is not only affected by adverse living conditions, but also by neglect and lack of supervision, by physical violence and abuse, and by being exposed to and becoming involved in anti-social behaviours in their homes and in the communities.

“Women have to go out to work for small wages. Some have to leave their children alone at home and the children suffer from neglect”

“Children go and come as they like and parents don’t find out where they are coming from”

“Some mothers like to ‘bang’/beat their children very much”

“One little boy got beaten with a machete because he tiefs a lot”

Children in poor households in poor communities are also often subjected to insults and ridicule not only from their peers but also from adults. For example, in Conaree several references were made about children being insulted, ridiculed and discriminated against because they lived in Conaree. In other cases children are shunned by their peers and keep to themselves.

“Because they cannot dress like other kids, they feel bad”

“Children cannot cope with the stigma”

“My children keep to themselves because they can’t dress up like other children”

“I think that poverty affects children most because they grow up with low self-esteem and thinking there is no help or hope for the future”

3.1.4.2 Women

Poor women have been identified as one of the most vulnerable groups in any society and the ones that are more significantly affected by poverty. When asked which group is most affected by poverty a large number of individuals in all communities said women, especially single parents with a large number of children.

“I say more so women because of deprivation and neglect. They have to cope with single families”
“You have to leave the children on their own while you go to seek work to provide for them”

“We need jobs that we can do at home so that we can get some income and look after our families at the same time”

Although several women in all of the communities had attended secondary school, the majority had only been to primary school and many had failed to obtain academic qualifications. Moreover a significant number of women had become pregnant while still in school and had had to drop out before completing their education. While the majority of these women may therefore not be illiterate, it is possible that several may be functionally illiterate.

From the information collected, it is clear however that the majority has few if any marketable skills, is unemployed or unemployable and therefore unable to obtain high paying jobs. While several identified the need for more job opportunities and for better paying jobs, because they are not well educated and cannot command high salaries, many are dependent on small wages from occasional or part time employment on the plantation, or from low skilled, low paying jobs in factories, or on “sideline” jobs.

“I do a complete different job in the dull season”. (i.e., after the cane season)

“I does thrash cane after coming home from my job at the (industrial) estate”

However, some of them recognised the link between education, and employability and income earning capacity. They realised that it was important to upgrade and continue their education and expressed interest in learning new skills.

“We need better paying jobs, especially at the industrial sites”

“We need tutors to teach us skills which will enable us to be self employed”

“Financial help for further education because sometimes jobs are offered but we don’t have the necessary qualifications”

“Existing from week to week on small pay”

Many women therefore do without and deny themselves by avoiding anything that would deplete or reduce their income. Their health therefore also suffers and several are mal-nourished and suffer from a variety of ailments. They are sad, angry and very unhappy, always tired, stressed
out, frustrated and worry a lot. In addition several feel insecure, have low self-esteem and lack self-confidence and faith in themselves and may ‘withdraw into their shell.’

“Most of us don’t go out and ask for help, we leave it to the more experienced people to talk for us, we are afraid to ask for a loan”

“People feel they better than me because I can’t afford to buy some of my basic needs, they look at me scornfully”

3.1.4.3 Elderly

Some of the old persons interviewed reported that after working hard all their lives they now find themselves without an income and with little, if any money to do and buy the things they need.

“When you reach 62 they done with you, the managers let you off even though you still strong”

“I work cleaning cane trash till I was 68 years, I not well, I can’t work no more but I don’t get no benefit at all. They say I didn’t put in enough years, they say I don’t qualify for no pension, they not even give me the benefit”

“Government just dump people off the estate when dey make 60 whether dey could work or not, no pension from the estate”

“What ever company you work for they should pay your taxes so that there is something when you retire”

Lack of sufficient money affects the health of elderly persons, their ability to eat properly and to obtain adequate health care. They eat whatever they can get and sometimes nothing at all. On the whole they depend on government social services but from information received, the services available do not seem to be sufficient to meet their needs. Several are not well, many suffer from a variety of illnesses, have to take medication daily and are in need of proper on-going health care. Some identified a need for feeding programmes and for good free health care.

“What’s the use of taking medication and don’t have no food to eat”

Some live in old broken down houses without modern amenities.

“You have to pay so much rent for de old house you live in”
“I have to use the pail at night and you know how that smell, if I could get help with a flush toilet I would be glad”

“Hurricane George blow down me shed, if I could get some lumber I could knock it up myself”

“I need to fix the old house but no money dey, the house want windows and doors”

Getting around is another problem for many older persons and several expressed the need for transportation, especially to get to the doctor and/or health center.

“You drag to the health centre, market, shop, church…”

“I would be glad if they could get a bus to carry we old people. We can’t get up and down in dese buses like when we was young, and some of the drivers so impatient, even before you sit down they drive off, and de music so loud you can’t hear you voice”

“When I go to the doctor it so hard to get transportation”

“Some don’t have nobody to help them, they might have relatives but the young people are too rude and ungrateful”

“Boy them no care bout us at all you know”

“If you are alone you have to do everything for yourself don’t matter how much pain you in, they will just find you dead one day”

“The church people complain that you don’t attend church, but they not even concerned that you are unable to wash and prepare your clothes to appear clean in church. When they smell you they still goin scorn you”

“The children they even want to throw you out you own house”

“Children only turn up when you die to claim what is left”

Although there are some services available to older citizens, some old people are unaware and do not know what services and benefits are available to them. In addition, the experiences of old people in the communities studied, their experience of poverty and its effects on all aspects of
their lives, and the needs identified by them, would suggest that whatever the services available, they are clearly not enough, either in number or in type to meet their needs.

“If we could get a daycare centre that would be good, we could go there in the daytime until the children come home from work. When you one home you does be so lonely”

“There is no place for recreation for the elderly, we need something where we could get together, play games, talk and laugh”

On the other hand, there were individuals in some communities who felt that communities could and should take better care of their old people.

“We could still look after our elderly, we could talk to them still, sometimes they just want a little livening up”

3.1.4.4 Men

Because attention is so much more often placed on the situation and needs of poor women and children, and because men are often seen as contributing to women’s disadvantaged position in society and to children’s neglect, men’s experience of poverty is less often examined and its effects on them less understood. The Focus Group Discussions provided opportunities for men to share and reflect on their experience of being poor.

Like poor women, poor men also had low levels of education, lacked marketable skills and were unemployed and unemployable. Those who were able to find employment, like women, had to settle for occasional, seasonal and part time work for very low wages that were insufficient to meet their needs. They lamented the fact that:

“Jobs are a problem, there are many unskilled men without jobs”

“Living without a job is hard, you have to do all kinds of things to make a dollar”

“Whether I work, yes or no, I still brokes”

Being poor makes them feel jealous and ashamed.

“I jealousy of people who have”

“I feel shame because I can’t take care of my family”
Moreover, because poor men are unable to provide for their families, poverty not only makes them feel frustrated and angry, but it also erodes their manhood and diminishes them in the eyes of their spouses and partners, and of the community.

“When I see the needs of my family and I can’t do nothing about it I get frustrated”

Frustration and anger also leads some men to drink and to crime, and in several communities it was reported that a significant number of men are alcoholics and that it was young men rather than young women who were involved in drugs and crime.

3.1.4.5 Youth

In the communities studied there are large numbers of young men and women who have grown up in poverty and have experienced poverty all of their lives. For them poverty means:

“Not enough room in the house, no privacy”

“Having to do without books in school because my mother didn’t have enough money to buy them”

“Not eating with other children in high school because my lunch is not much”

“People giving me their children used clothes that they have been wearing in the village”

“Wishing that the school meals programme would be extended to high schools”

A significant number of the young people who took part in the focus group discussions are still in school, but for some of them the conditions under which they are living affect their ability to study. For example:

“We don’t have enough room, I can’t study effectively because of the disturbance so sometimes I go under the street light”

“We need education to stop smoking”

In addition, some students are labeled as troublemakers, insulted and ridiculed by teachers because they live in poor communities.

“Nothing good can come out of Conaree dump”
“All of you from the dump so you can’t expect nothing good”

At the same time in all of the communities there are young people who, for one reason or another, dropped out of school without completing their formal education or without having obtained any certificates or formal qualifications. The majority therefore have few, if any, marketable skills and little hope of finding a job in the near future. There are therefore large numbers of unemployed and unemployable young people in these communities. In several of the communities, concern was expressed about the number of young people who have nothing to do, and especially about the number of young men who are forming gangs and/or are becoming involved in crime and drugs.

“There are too many young men not employed at the moment”

“There is need for plenty work for the young people in Old Road”

“Young people loaf a lot, they do not have anything to occupy their time”

“Young people’s trend is forming gangs”

Some people were of the view that work was available but that young people were not interested in working.

“Young people are not producing, they want quick money and nice clothes, they sell drugs”

“They lack interest, motivation and enthusiasm”

“The young people don’t go out to work, they want to look for work that they are not capable to do, they don’t want the jobs that they can do they feel it is beneath them”

On the other hand, several of the young people commented on the double standards of some adults.

“They say one thing and do another, they have double standards. This confuses us and reduces their influence on us”

Several of the young people also commented on the fact that adults do not listen to them and that some adults tend to look down on them. There was an example of this in Dieppe Bay where a group of young men had moved out of their family home and were living in a shack. A few of
them had expressed their desire and hope of getting a house of their own. However, several people condemned the young men and felt that they were up to no good. During the discussions in the workshop some of the women strongly opposed these young men.

“Those young men can’t afford to pay for any house”

“They (the young men), had the opportunity to get an education and they wasted it so they should not be quarrelling now”

One woman in particular, an individual with significant influence in the community, did not even want to hear them speak.

“Some of your mothers, sisters and aunts have houses, so you all better shut up”

At the same time some of the adults were aware of the problems that confront the youth and were sympathetic.

“We recognise that these young men feel a great deal of pressure in the society and that they have a lot of concerns”

“The young men dem deserve a chance to earn something”

“If a young man is trying to make progress I think that the community should push him”

“You have to give the young guys the tools in order to know what they can do”

Peer pressure is also often a critical factor that affects the self-esteem and influences the behaviour of young people, and the need to belong and to be accepted by their peers is often the reason for joining gangs, and can sometimes lead young people to become involved in crime, drugs and other anti-social activities.

“Other children laugh at me because my shoes have holes”

“Peer pressure makes some people fight to stick to brand name products even if they have to tief to buy it”

Many of the young people also feel unloved, uncared for, and neglected and felt that:

“Nothing has been done to uplift the youth”
“There is need for a place where all youths can come together and cooperate”

“We need sporting facilities, a basketball court”

“Most persons are not educated to get good paying jobs, they lack qualifications”

3.1.5 Characteristics of the Poor in St. Kitts

3.1.5.1 Age

Table 3.2 shows the relationship between poverty and age in St. Kitts. As in the rest of the Caribbean most of the poor were below 25 years of age: the significance of age is confirmed by the Chi-square test (see Appendix IV and Table 2 in Appendix III). In this instance, a little more than two thirds of those who were poor were below the age of 25 years. At the other end of the age distribution, less than five percent of poor were 60 years or older. These comprised 13 percent of all persons aged 65 year and over in the country. The reason for this relationship has to do with the higher fertility rates among poor women thus leading to the relatively large proportion of children (less than 14 years of age) and youth (less than 19 years of age) in poverty.

Poor women generally have higher rates of fertility than their non-poor counterparts. The reasons for this are to be found in the opportunity structures that confront the two groups of women and the fatalistic mind set that is usually a part of the psychology of poor persons. The pronatalist outlook of poor women in St. Kitts is demonstrated by the fact that children 0-14 make up 48 percent of the poor as opposed to 26 percent of the non-poor.

Although poor women tend to have relatively high rates of fertility and poor households tend to have a high number of children, nationally, fertility rates in St. Kitts seemed to have experienced declines over the past 15 years. This is reflected in the fact that the size of each five-year age cohort gets progressively smaller between 10-14 and 0-4. In the absence of outstandingly high rates of outward migration, or unusually high rates of mortality this reduction in the proportionate share of the youngest age groups in the overall age structure can only be understood as the outcome of reduction in aggregate fertility rates. (See Table 3.2)

Interestingly, poor women, even though having higher rates of fertility, have experienced greater rates of fertility decline as measured by the decline in the relative share of the age groups 0-4, 5-9, 10-14 than have the non-poor over the past fifteen years. In the case of the poor, there has been an 18 percent fall in the size of these age groupings over the period as opposed to an 11 percent decline among the non-poor. Fertility behaviour among poor women over the next decade will determine whether there has been a demographic transition to lower fertility
generally and the extent to which this may be delayed by poverty. Figure 3.5 gives the population pyramid for St. Kitts, based on the sample data, derived from Table 1 of Appendix III.

### Table 3.2: Poverty by Age, St. Kitts

<table>
<thead>
<tr>
<th>Age Distribution</th>
<th>Socio-Economic Status</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Poor</td>
<td>Non-Poor</td>
</tr>
<tr>
<td>0-4</td>
<td>14.7</td>
<td>8.2</td>
</tr>
<tr>
<td>5-9</td>
<td>15.1</td>
<td>8.7</td>
</tr>
<tr>
<td>10-14</td>
<td>18.0</td>
<td>8.6</td>
</tr>
<tr>
<td>15-19</td>
<td>14.0</td>
<td>9.8</td>
</tr>
<tr>
<td>20-24</td>
<td>6.0</td>
<td>7.0</td>
</tr>
<tr>
<td>25-29</td>
<td>4.9</td>
<td>8.2</td>
</tr>
<tr>
<td>30-34</td>
<td>6.7</td>
<td>6.7</td>
</tr>
<tr>
<td>35-39</td>
<td>6.3</td>
<td>8.1</td>
</tr>
<tr>
<td>40-44</td>
<td>4.1</td>
<td>7.6</td>
</tr>
<tr>
<td>45-49</td>
<td>2.0</td>
<td>5.7</td>
</tr>
<tr>
<td>50-54</td>
<td>1.5</td>
<td>3.6</td>
</tr>
<tr>
<td>55-59</td>
<td>1.3</td>
<td>2.0</td>
</tr>
<tr>
<td>60-64</td>
<td>1.1</td>
<td>2.5</td>
</tr>
<tr>
<td>65 and Over</td>
<td>3.6</td>
<td>11.7</td>
</tr>
<tr>
<td>Not Stated</td>
<td>0.7</td>
<td>1.5</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>100.0</strong></td>
<td><strong>100.0</strong></td>
</tr>
<tr>
<td><strong>No.</strong></td>
<td>715</td>
<td>1631</td>
</tr>
</tbody>
</table>
FIGURE 3.5: ST. KITTS POPULATION PYRAMID

- Female
- Male

- 65 years and over
- 54 to 64 years
- 45 to 54 years
- 35 to 44 years
- 25 to 34 years
- 15 to 24 years
- 0 to 14 years
The CSA also established that in most of the poorer households there was a preponderance of children and adolescents. The majority of the children were under 12 years of age and a significant number under five years of age. Of the children, 20 percent were under five years of age, 66 percent were under 12, and 19 percent were teenagers between 13 and 20 years old. These figures suggest that a significant number of young people are experiencing poverty and its adverse effects.

3.1.5.2 Gender

Males accounted for 47 percent of the total population of St. Kitts while females accounted for 53 percent. Among poor persons, males accounted for 44 percent of the population and females 56 percent. While there was a difference in the percentages, it was not significant, according to the Chi-square test. Of all the males on the island, some 29 percent lived below the poverty line and 32 percent of all females were poor. (See Table 3.3)

Table 3.3: Sex by Socio-economic Status, St. Kitts

<table>
<thead>
<tr>
<th>Gender</th>
<th>Poor</th>
<th>Non-poor</th>
<th>Total Population</th>
<th>Total Within Gender</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Within Socio-Economic status</td>
<td>Within gender</td>
<td>Within Socio-Economic status</td>
<td>Within gender</td>
</tr>
<tr>
<td>Male</td>
<td>44.0</td>
<td>29.0</td>
<td>47.9</td>
<td>71.3</td>
</tr>
<tr>
<td>Female</td>
<td>56.0</td>
<td>32.0</td>
<td>52.1</td>
<td>68.0</td>
</tr>
<tr>
<td>Total</td>
<td>100 (n=715)</td>
<td>30.5</td>
<td>100 (n=1629)</td>
<td>69.5</td>
</tr>
</tbody>
</table>

3.1.5.3 Ethnicity

Persons of African descent comprise some 96 percent of the population. It is therefore not surprising that they constitute the vast majority of the poor, as they do of the non-poor. Among poor persons, for example, persons of African descent comprise 98.7 percent, while among the non-poor, they represent 94.7 percent of the population. The other numerically significant ethnic category is the ‘Mixed’ grouping. They make up 2.3 percent of the population and within their group, 7.4 percent, as opposed to 31.4 percent of the African population, are poor. There was no difference in poverty by way of nationality among non-Nevisians.
3.1.5.4 Household Headship

Household headship is important because the characteristics of the head of the house have been found to be associated with the life chances of the individual members of the household. This is more so the case with children. Therefore this variable holds important implications for intergenerational poverty. From the standpoint of policy this is an area in which intervention can lead to the breaking of the cycle of poverty. This section of the report addresses the issue of the characteristics of the household heads and the way these are related to Socio-economic status. Table 3.4 shows the relationship between age and household headship.

Table 3.4: Household Heads by Age and Socio-Economic Status

<table>
<thead>
<tr>
<th>Age Distribution</th>
<th>All</th>
<th>Socio-Economic Status</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Poor</td>
</tr>
<tr>
<td>15-19</td>
<td>0.7</td>
<td>-</td>
</tr>
<tr>
<td>20-24</td>
<td>2.9</td>
<td>0.8</td>
</tr>
<tr>
<td>25-29</td>
<td>9.4</td>
<td>5.8</td>
</tr>
<tr>
<td>30-34</td>
<td>9.8</td>
<td>15.8</td>
</tr>
<tr>
<td>35-39</td>
<td>14.4</td>
<td>22.5</td>
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<td>40-44</td>
<td>13.8</td>
<td>18.3</td>
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<tr>
<td>45-49</td>
<td>10.1</td>
<td>7.5</td>
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<tr>
<td>50-54</td>
<td>6.9</td>
<td>3.3</td>
</tr>
<tr>
<td>55-59</td>
<td>3.9</td>
<td>5.8</td>
</tr>
<tr>
<td>60-64</td>
<td>5.1</td>
<td>5.8</td>
</tr>
<tr>
<td>65+</td>
<td>20.6</td>
<td>13.3</td>
</tr>
<tr>
<td>Not Stated</td>
<td>2.4</td>
<td>0.8</td>
</tr>
<tr>
<td>Total</td>
<td>%</td>
<td>100.0</td>
</tr>
<tr>
<td>No.</td>
<td>752</td>
<td>120</td>
</tr>
</tbody>
</table>

As is to be expected levels of household headship increase from the early adult years and peak in the 35-39 age group across the socio-economic grouping. Larger percentages also occur in the 65+ age group. This is to be expected given the fact that this group is an amalgamation of more than one age group. Nonetheless, the higher figures in this terminal age category also point to the importance of age as a determinant of headship.

One feature of the distribution of poor household heads that sets it apart from the non-poor distribution is the concentration of more than one half of the distribution in the groups between
the ages of 30-44. This compares with 25 percent of the distribution around these ages in the non-poor age group.

Headship appears to be more heavily concentrated in the older age groups in the non-poor group. One factor with which this may be associated is the earlier entry of individuals into the labour force among the poor.

Labour force participation is a variable that is normally closely associated with socio-economic status. Since most household heads are major contributors of resources to the household their participation rates tend to be high. St. Kitts was no exception. Among poor males the rate was 85 percent, while among poor females it was 75 percent.

The corresponding percentages among non-poor males and females were 82 percent and 74 percent respectively. This implies that there was no real difference between the poor and the non-poor in labour force participation, as seen in the Chi-square test. The poor not only participated in the labour market, but had regular employment. Over ninety percent of the two poorest quintiles worked 35 or more hours per week, and “no work available” applied to less than 2 percent of the poor (See Tables 7 and 8, Appendix III). However, the circumstances of their employment and the nature of their households kept them in poverty. These and other labour force characteristics of household heads are shown in Table 3.5.

### Table 3.5: Labour Force and Employment Status of Household Heads by Gender and Socio-economic Status, St. Kitts

<table>
<thead>
<tr>
<th></th>
<th>% Poor</th>
<th>% Non-poor</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Male</td>
<td>Female</td>
</tr>
<tr>
<td>Employed</td>
<td>100.0</td>
<td>90.9</td>
</tr>
<tr>
<td>Unemployment Rate</td>
<td>-</td>
<td>9.1</td>
</tr>
<tr>
<td>Total</td>
<td>100</td>
<td>100</td>
</tr>
<tr>
<td>No.</td>
<td>40</td>
<td>55</td>
</tr>
<tr>
<td>Participant</td>
<td>85.1</td>
<td>75.3</td>
</tr>
<tr>
<td>Non-Participant</td>
<td>14.9</td>
<td>24.7</td>
</tr>
<tr>
<td>Total</td>
<td>100</td>
<td>100</td>
</tr>
<tr>
<td>No.</td>
<td>47</td>
<td>73</td>
</tr>
</tbody>
</table>

The fact that St. Kitts is a high employment society is reflected in the generally low rates of unemployment that prevail among household heads across socio-economic groupings. The phenomenon of the ‘working poor’ is also reflected in the low rates of unemployment among
poor household heads. It should be pointed out, though, that of all heads, those that are female stand the greatest chance of being unemployed.

There was an unemployment rate of nine percent among female heads. This exceeded the rate among poor males and non-poor males and females. Female headship also appeared to conduce to poverty. Among the poor 58 percent of all heads of households were females. This compares with 44 percent among non-poor heads. The association between female headship and poverty is also suggested by the fact that the highest percentages of female-headed households are found in the parishes where the greatest number of poor were to be found (See Table 3.6). As shown previously in Figure 3.2, there was no unemployment in one of the parishes – Trinity – which is one of the better parishes in the island.

Some 41 percent of female-headed households are found in St. George, the parish with 31 percent of the total number of persons who live below the poverty line. St. John and St. Mary, which between them shared approximately 40 percent of the poor were home to 20 percent of the female-headed households to be found in the island, the next highest concentration after St. George.

Table 3.6: Distribution of Poor Female-headed Households by Parish, St. Kitts

<table>
<thead>
<tr>
<th>Parish</th>
<th>% Poor Female-headed Households found in Parish</th>
</tr>
</thead>
<tbody>
<tr>
<td>St. George</td>
<td>41.9</td>
</tr>
<tr>
<td>St. Paul’s</td>
<td>5.4</td>
</tr>
<tr>
<td>St. Ann</td>
<td>6.8</td>
</tr>
<tr>
<td>St. Thomas</td>
<td>7.6</td>
</tr>
<tr>
<td>Trinity</td>
<td>3.2</td>
</tr>
<tr>
<td>Christ Church</td>
<td>5.1</td>
</tr>
<tr>
<td>St. John</td>
<td>11.6</td>
</tr>
<tr>
<td>St. Mary</td>
<td>10.0</td>
</tr>
<tr>
<td>St. Peter</td>
<td>8.4</td>
</tr>
<tr>
<td>Total</td>
<td>% 100.0</td>
</tr>
<tr>
<td>No.</td>
<td>370</td>
</tr>
</tbody>
</table>

Table 3.7 shows the distribution of poor households heads by occupation and gender. Worthy of note is the concentration of poor household heads in four of the nine occupational groupings. Approximately 70 percent of poor household heads were involved in Craft, Elementary, Machine Operator or Service/Sales. Occupationally most of the poor employed female heads were
involved in Service/Sales, Elementary or Clerical occupations. Just less than one third of all female household heads listed Service/Sales as their occupation.

Table 3.7: Poor Heads by Occupation and Gender, St. Kitts

<table>
<thead>
<tr>
<th>Occupation</th>
<th>% Male</th>
<th>% Female</th>
<th>%Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Legislator/Manager</td>
<td>5.0</td>
<td>2.1</td>
<td>3.4</td>
</tr>
<tr>
<td>Professional</td>
<td>7.5</td>
<td>2.1</td>
<td>4.5</td>
</tr>
<tr>
<td>Technical</td>
<td>5.0</td>
<td>-</td>
<td>2.3</td>
</tr>
<tr>
<td>Clerical</td>
<td>-</td>
<td>14.6</td>
<td>8.0</td>
</tr>
<tr>
<td>Service/Sales</td>
<td>7.5</td>
<td>31.3</td>
<td>20.5</td>
</tr>
<tr>
<td>Machine Operator</td>
<td>17.5</td>
<td>14.6</td>
<td>15.9</td>
</tr>
<tr>
<td>Skilled Agricultural</td>
<td>15.0</td>
<td>4.2</td>
<td>9.1</td>
</tr>
<tr>
<td>Craft</td>
<td>30.0</td>
<td>6.3</td>
<td>17.0</td>
</tr>
<tr>
<td>Elementary</td>
<td>12.5</td>
<td>20.8</td>
<td>17.0</td>
</tr>
<tr>
<td>Not Stated</td>
<td>-</td>
<td>4.2</td>
<td>3.2</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>% 100.0</td>
<td>100.0</td>
<td>100.0</td>
</tr>
<tr>
<td><strong>No.</strong></td>
<td>40</td>
<td>48</td>
<td>88</td>
</tr>
</tbody>
</table>

This is a motley occupational grouping and is made up of occupations such as sales persons in retail shops and other commercial enterprises, fish vending, vending of domestic food crops, domestic service in private homes and the hospitality sector. What all of these occupations have in common is the low level of skill and formal qualifications needed in order to enter them. In the case of males, the occupational grouping with the greatest proportion of heads is Craft. Just less than one third of all poor male household heads were to be found in this occupational category. The category is made up of self-employed skilled artisans -carpenters, mechanics, tailors and other such tradesmen.

The other occupational groupings of significance in the distribution are Machine Operator to which 18 percent of the distribution belongs, Skilled Agricultural responsible for 15 percent of the distribution and Elementary (unskilled labourers) to which 12 percent of the distribution belongs. These are occupations that require relatively low skill and educational levels. Some of them involve a number of years of apprenticeship. These are the occupations into which go the young that have left the formal educational system at a relatively early age. As figure 3.6 shows, while manufacturing, hotel and restaurants and Agriculture and Fishing are important industries and the main tradables sectors, other industries absorb the larger share of the workforce.
The case study that follows tells of the experiences of Robert Seaforth, now out of the labour force due to an illness that has plagued him over the past 12 years. Mr. Seaforth entered the labour force as a labourer on a sugar estate when he was still a youngster. He moved between this occupation and work on the estate until the time of his illness. Mr. Seaforth’s case also tells us of the importance of migration in this society.

3 The names used in these case studies are fictitious.
He points out that many of his comrades that he fished with have migrated. Indeed, he was in the process of getting out his travel documents at the time of his illness. After a number of years working in these types of jobs Mr. Seaforth tells us, you realise that you will never own a house if you do not travel.

**CASE STUDY NO.1 ROBERT SEAORTH**

Robert is 58 years of age. He was born in the district in which he now lives. His father died when he was two weeks old. Both parents were from Nevis. His mother worked on the nearby Cranston Sugar Estate, weeding the cane field and cutting grass to feed the estate animals. He started school at 4-5 years of age. He had 4 brothers and 3 sisters. He attended school in nearby Sandy Point Primary school up until age 15. On leaving school along with his sister he took over his mother’s job on the estate while his mother stayed at home looking after his younger siblings.

He never learnt a trade and stayed on the estate doing that job for 3 years. In the early 1960s when he was in his early 20s he was approached by a woman who owned a fishing boat and fishing net, to work the boat for her. Fishing was a more important industry in those days than it is now. The arrangement is that the catch of the boat is split in two with the owner getting one half and the five or six men who work the boat getting the other half. The men either sell their individual portions of the catch to higglers or give it to a woman to sell on their behalf. The men would leave early in the morning and sleep at the fishing spot until morning when the fishing was done. The arrangement with the woman continued for some 8 years. They then had a falling out and he decided to work someone else’s boat for a short time. He then went back to the land and worked as a ‘brakesman’ on an estate for 3 years.

He then returned to fishing, working a man’s boat under the same type of arrangement as he had with the woman. He did this for 3-4 years. He then went to work for another boat owner for 5 years. Robert then became ill in the following circumstances. This illness has lasted for 12 years and incapacitated him. One day he made a catch and gave his share to the woman who used to sell for him. He says she earned some where in the region of $1000 from that sale. He had a meal and went to bed for the night. In the morning when he woke up he went to the door had a conversation with the woman and as a turned to go back into the room, collapsed. He awoke to find himself in the hospital. He was 46 years old at the time. Robert says that he lost movement in his left hand for sometime and could not use the palm of his hand to touch anything due to the pain he would feel in the palm of his hand. He says the doctors have never told him the nature of his ailment and as far as he knows he has never suffered from hypertension. He says, though, that he used to consume alcohol and cigarettes in liberal quantities. The doctors have advised him to stop using them and he has.

Robert has no children. His sister lives nearby, but he receives no assistance from her, or any of his other siblings. Two of them live in St. Thomas but he only receives anything from them when they visit St. Kitts on the odd occasion. His sister who lives nearby spent a number of years in St. Thomas and was able to buy a piece of land and build a house. Robert lives on the charity and kindness of his friends, in the main and members of his immediate community to a lesser extent. His friends are men with whom he used to...
fish. He says he taught many of them the trade and most of them eventually went abroad. They send money for him on a fairly regular basis. Had it not been for his illness, Robert would also have gone abroad. He had started making plans to do so when he became incapacitated.

At time of illness he used the $1000 to take care of his medical bills and immediate needs. He attended doctor for one year. It cost him $90 per week or $4700 for the year. He would call his friends in the USA and they would send money for him. As a young man he would earn $40 per week. Of this he would spend $20 on food. He was never able to save any money. Fish was plentiful in those days. The most he ever earned for a week’s pay was $80. He used to pay $6 per month for rent. He was able to buy food and clothes but never did any saving. His friend gave him $100 this morning. Also this morning a woman gave him some sausages and he plans to buy some rice and oil. He cooks on a small three burner stove that someone gave to him. He receives no help from the government or the estates that he used to work on. During his time there was nothing like deductions for Provident Fund or pension. By the time they started to make such deductions in the 1970s he had already left the job. Robert’s neighbour corroborates this part of his story. She says that the community looks out for him and gives him things when they have it (Precapitalist social bonds built on altruism rather than market driven self interest).

For the future, Robert is hopeful that his friends that he has taught the craft of fishing who now live here and abroad will continue to help him. His greatest need is to get somewhere to live, since the family that owns the house that he now occupies is returning from England shortly and want to build a house on the spot. As a young man his ambition was to travel, work and return and buy a piece of land and build a house. The income that he earned from local employment did not allow him to live and have enough to do those things. Robert says that most of the people who have been able to buy house and land in the community are those who have traveled and worked abroad. Local income is just enough to feed an individual. Those who now work on the estate these days might earn a $300-400 for the crop. The locals have shied away from the work. They have had to import Guyanese people to cut cane.

Most locals who work in the sugar industry are those who work as ‘Brakesman’ and drivers. He says that throughout the entire country he does not believe that there are as much as 100 local men cutting cane. The pay for cutting cane is $16 per ton. Some cutters can cut 2 tons for the day. Many locals have now turned to the production of local food crops. They might supplement this income with some kind of part time work. He has a friend that works as watchman on the estate and has his ground that he works. Other locals are involved in fishing. Many people migrate due to the lack of opportunities. He has two uncles who live in England. Another uncle went to Santo Domingo to work. Someone from the government has promised him a government house but this has not yet happened. He expects that it will.

3.1.6 Interfamily Relations

In several communities in St. Kitts, for example in Irish Town, St Paul’s, Conaree and Phillips family life was rated very low/low on the Wheel of Well Being. The quality of family life in
poor households is not only affected by lack of economic and other resources, undesirable living conditions and poor health, but it is also affected by relationships between family members.

“Some have family but no family life”

“Family life is not good”

“Family life is crumbling”

“Some mothers have to work at two jobs to support their families, they leave early and come back late so there is no time for family life”

It was suggested that the deterioration in the quality of family life was a result of declining values and morals, bad attitudes, disrespect of parents by children, and of children by parents, and indiscipline. There is a lack of respect on the part of children and parents alike and much of their communication is through the use of obscene language. While parent/child relationships varied from household to household, people in all of the communities were concerned about parent/child relationships and were of the view that lack of parental guidance, supervision and discipline have contributed to lack of respect of the elderly by young people and to high levels of juvenile delinquency and crime in several of these communities.

“Too many parents not showing respect for their children and not setting examples for them to follow”

“There is too much verbal abuse of children”

“Parents and children in the same dance hall”

“Children are ruling the parents”

“We don’t take time to talk to our children”

Parental responsibility was seen by the communities as important and the irresponsibility of fathers towards their children was seen as a major contributing factor to the poor quality of family life. In every community many people commented on the fact that fathers do not provide financial support to their children and are not present to provide emotional support or guidance to their children.
“Fathers don’t take responsibility for their children or support them, the poor mothers are left to bear the strain”

“The fathers are the problem, they don’t give enough”

“Men should spend more time with their children”

However, male irresponsibility towards their families and children is not limited to single parent female-headed households but is also a feature in some nuclear families.

“Some of the men very worthless, they living right in the house and don’t give anything, but when the children come big they like to say ‘that’s my son, that’s my daughter’”

“If I did not have a mother I don’t know what my children would eat or wear, my husband does not contribute any money but comes home and expects his meals to be ready”

Many women in an effort to get financial support for their children are therefore forced to take men to court.

“Fathers have to be taken to court to get child support”

However, even when this is done, some men refuse to pay. It was reported that several men deliberately choose to be taken to court because of the small amount ($55.00) that they are required to pay. One father was heard to say:

“Let her take me to court as much as she like, I ent paying. She must get fed up sometime and stop summoning me”

And one woman, frustrated in trying to get her children’s father to support them through the court said:

“I fed up with taking him to court so I decide to try and see about my children myself”

In one community, it was suggested that the government should take child support from the fathers’ salary. At the same time some women recognised that a father’s presence is important to provide emotional support.

“Fathers need to bond with their children, but they do not do their part”
In many of the households in the communities surveyed family members are angry, frustrated and stressed out. As a result disagreements, conflicts, quarrels and even fights among and between family members, especially between men and women, are common.

Gender relations in the family are affected by poverty and often characterised by violence and abuse, physical as well as psychological and emotional abuse.

“Poverty affects our relationship with women, because of want our women go outside to other men”

“Women no want to study us, they go out and look they men and when they get burn they come back to us”

“My boyfriend drinks a lot, we fight often”

“There is domestic violence but women don’t talk about it, it is kept under cover”

“Women do not speak out about domestic violence because of fear and threats”

However it was also recognised that there are still large numbers of women who are unemployed and many of whom are dependent on men for financial support. It was felt that several women, because of economic dependence on men, were obliged to accept bad treatment, violence and abuse.

“The victims are accustomed to the blows, they have to depend on the men for money”

At the same time, when some of these women sought and found jobs their male partners/boyfriends resented this and continued to abuse them or to be even more violent towards them.

In one community, it was observed that several of the victims of domestic violence were school dropouts and this was confirmed by one woman who said:

“I left school early, I can’t read or write too good. My boyfriend calls me a whore and insults me because I can’t read”

Gender relations in the communities and households studied often determine the way in which women are treated and vice versa. Information collected in household interviews, in the focus group discussions with men and with women and in the community workshops, reveals that in
spite of the woman’s movement and of programmes to enhance women’s role and to improve gender relations, women are still being seen and treated as inferior to men, and that gender relations in some poor households are still problematic.

For example in Fig Tree, Irish Town, St Paul’s and Conaree, treatment of women was given the lowest rating on the Wheel of Well Being and in Rawlins it was rated low. It is interesting to note that in a few cases, for example in Conaree while the women felt that women were treated very badly, the men were of the opposite view and believed that the women were treated very well.

“Women are ignored and mistreated by men”

“Some young women do not like how young men speak to them”

“Women need to be given more respect, especially by the men”

In Saddlers men remarked:

“We treat women with respect in this community, we love up, only when they bring in the outside men we have problems”

“We had it that men were the bread winners and women the housekeepers, there was more respect between men and women then”

“In today’s world where everyone working for themselves, women feel they could do what they want”

The non-poor are not necessarily immune from problems in gender relations.

3.1.7 Geographic Distribution

Because of its small size good roads and more or less adequate transportation system, urban-rural differences in St. Kitts are much less pronounced than in some of the larger Caribbean territories. Nonetheless there is a meaningful distinction between the capital Basseterre and the rest of the island based on quality of public facilities, employment opportunities and general standard of living. As in the rest of the Caribbean the capital city enjoys the best of these things.
Precisely because of this factor, the capital city attracts relatively large numbers of persons lacking in skill and educational certification who are forced to live in poverty. The majority of the poor were found in the two most urban parishes, St. George and St. Mary. Between them these two parishes were home to 51 percent of all of the poor persons in St. Kitts; 31 percent in St. George and 20 percent in St. Mary. The most populous of the rural parishes, St. John had 19 percent of the poor persons in the island. The other 30 percent of the poor were distributed fairly evenly across the remaining parishes. Trinity proved exceptional in this regard. It was home to only 1 percent of the poor compared to an average of 6 percent in the parishes of St. Paul’s, St. Anne, St. Mary and St. Peter. This distribution is depicted in Table 3.8.

Table 3.8: Poverty Estimates by Parish - St. Kitts

<table>
<thead>
<tr>
<th>Parish</th>
<th>As a % of Poor Population</th>
<th>% of Parish Population</th>
<th>Sample No. from Parish (no.)</th>
</tr>
</thead>
<tbody>
<tr>
<td>St. George</td>
<td>30.9</td>
<td>24.5</td>
<td>901</td>
</tr>
<tr>
<td>St. Paul’s</td>
<td>5.5</td>
<td>32.0</td>
<td>122</td>
</tr>
<tr>
<td>St. John</td>
<td>19.2</td>
<td>44.5</td>
<td>308</td>
</tr>
<tr>
<td>St. Anne</td>
<td>6.2</td>
<td>28.87</td>
<td>153</td>
</tr>
<tr>
<td>St. Thomas</td>
<td>6.2</td>
<td>31.0</td>
<td>142</td>
</tr>
<tr>
<td>St. Mary</td>
<td>20.1</td>
<td>52.4</td>
<td>275</td>
</tr>
<tr>
<td>St. Peter</td>
<td>5.6</td>
<td>18.5</td>
<td>216</td>
</tr>
<tr>
<td>Christ Church</td>
<td>5.5</td>
<td>25.7</td>
<td>152</td>
</tr>
<tr>
<td>Trinity</td>
<td>1.0</td>
<td>9.1</td>
<td>77</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>% 100</td>
<td>30.5</td>
<td></td>
</tr>
<tr>
<td><strong>No.</strong></td>
<td>715</td>
<td></td>
<td>2346</td>
</tr>
</tbody>
</table>

When the parishes are examined from the standpoint of density, or the proportion of their population that is poor, a slightly different picture emerges. St. Mary is outstanding in this regard, 52 percent of its population lives below the poverty line. St. John follows with 44 percent of its population living in poverty. St Paul’s is next with approximately one-third of its population below the poverty line. Only 9 percent of the population of Trinity lived in poverty.

As is usually the case in urban areas, St. George is also home to the largest share of the non-poor population of the country, with 42 percent of this population residing in the parish.
3.1.8 LABOUR FORCE ACTIVITY

In this section of the report we examine the labour force characteristics of the poor. In this regard we look at the labour force participation rate, employment, unemployment and the occupational distribution of the poor. Income data are excluded from the analysis, as these tend to be quite unreliable in surveys of this kind. Indeed, the entire survey is based on consumption expenditure rather than income for this very reason.

The survey data indicate an unemployment rate of 5.6 percent. This rate is unusually low by Caribbean standards. However, the survey figures are supported by official labour force statistics, which consistently report unemployment levels of less than 10 percent. In this regard it should be remembered that St. Kitts imports labour, especially blue-collar workers and agricultural labourers for the cutting of sugar cane. It attracts migrants from less well-off Caribbean territories who come in search of work because there is a high demand for labour.

This situation suggests that unlike in Grenada, most people in St. Kitts are not poor because they lack employment. Their poverty is due rather to the level of their wages relative to the cost of living. As in the case of Jamaica we will expect to find therefore a substantial group of working poor in the labour force. This proposition is borne out by the survey data, which shows that 92 percent of the poor in the labour force were employed.

Many of these persons, although employed, lack basic educational certification or skills and consequently found themselves confined to low-paying jobs that cannot afford them all of their basic needs. This is also borne out by qualitative data from the community situation analysis. In-depth interviews conducted in the poorest households in a number of communities showed that in the majority of households the principals were employed. See Case Study No. 2.

**CASE STUDY NO.2 - FAY BOXHILL, FIG TREE**

Fay Boxhill, 47 years old was born in Sandy Point. She attended the primary school in Sandy Point. She left school at 15 because of pregnancy. Furthermore, her parents could not afford to send her to high school. At aged 16 she started to work in the cane field at a sugar estate. She is still employed there. She works 8-hour shifts, 6 days per week. Occasionally she works on a Sunday. At such times she is paid double time. She sometimes does overtime work. Crop time is the occasion on which she receives the most work. At this time she earns $213 per week. After reaping is finished her pay falls to approximately $120.

Fay says her living conditions in Fig Tree are not easy. During the last hurricane, she says, the house all but disintegrated over their heads. She says that with her pay she is trying her very best, “what it can do, it do. … Ah beg the Lord day and night help me so that ah could keep them children in school”. The children
do not need bus fare. The Government provides books and uniform for those who cannot afford it. The biggest expense in sending them to school is food.

She also pointed to her inability to buy the things she needed. “For instance I live in this house and this chair that me sitting into is what me daughter got to sleep on, because, to be honest wid yuh, I cant go into [furniture store] and buy a bed.” She also explained that, “sometime a morning time when mi get up, me have one ten dollars and me deh wonder how me going work this ten dollars. Got children to give tea, got children to give lunch, ah got to go wuk… right now the house empty… ah jus say Monday if ah live ah was going into town to talk to the Prime Minister because this house rent thing yah tek me breath.” She says she spends $120 per week for food. At the end of the second week she can’t buy that amount of food again, because she now has to pay rent or light.

One feature of the working poor is that they start their involvement in the labour force at an earlier age than the age at which the employed non-poor start their involvement. Data from the Survey of Living Conditions in Jamaica suggest that this is probably related to the fact that, on average, the poor spend fewer years in the formal educational system than the non-poor.

The St. Kitts labour force data indicates that 16 percent of the employed poor is comprised of persons aged 15-19. This compares with 6 percent of the employed non-poor. When the analysis is extended to the 20-24 age grouping the finding is that 29 percent of the employed poor is less than 25 years of age as opposed to 18 percent of the employed non-poor. One obvious anti-poverty strategy is therefore the formulation of policies that extend the stay of poor youth in the formal educational system.
Table 3.9: Age Distribution of the Employed by Socio-Economic Status, St. Kitts

<table>
<thead>
<tr>
<th>Age Distribution</th>
<th>Poor</th>
<th>Non-Poor</th>
</tr>
</thead>
<tbody>
<tr>
<td>15-19</td>
<td>16.1</td>
<td>6.4</td>
</tr>
<tr>
<td>20-24</td>
<td>13.0</td>
<td>11.2</td>
</tr>
<tr>
<td>25-29</td>
<td>11.7</td>
<td>15.1</td>
</tr>
<tr>
<td>30-34</td>
<td>15.2</td>
<td>12.4</td>
</tr>
<tr>
<td>35-39</td>
<td>16.1</td>
<td>14.0</td>
</tr>
<tr>
<td>40-44</td>
<td>12.2</td>
<td>12.6</td>
</tr>
<tr>
<td>45-49</td>
<td>4.8</td>
<td>9.6</td>
</tr>
<tr>
<td>50-54</td>
<td>4.3</td>
<td>5.5</td>
</tr>
<tr>
<td>55-59</td>
<td>1.3</td>
<td>3.0</td>
</tr>
<tr>
<td>60-64</td>
<td>1.7</td>
<td>3.3</td>
</tr>
<tr>
<td>65 and Over</td>
<td>3.0</td>
<td>4.4</td>
</tr>
<tr>
<td>Not Stated</td>
<td>0.4</td>
<td>2.4</td>
</tr>
<tr>
<td>Total</td>
<td>%</td>
<td>100</td>
</tr>
<tr>
<td>No.</td>
<td>230</td>
<td>840</td>
</tr>
</tbody>
</table>

Occupationally, the working poor in the Caribbean have tended to be restricted to a narrow band of occupations requiring low levels of skill and education and also offering low levels of remuneration. Although the generality of the occupational categories tends to obfuscate the relationship between socio-economic status and occupation, data from St. Kitts indicate that the occupational distribution of the employed poor follow this trend. Examination of the occupational data by the socio-economic status of the labour force reveals that a disproportionate amount of the working poor is to be found in a limited band of occupations. These are Service/Sales, Skilled Agricultural, Machine Operator and what are termed Elementary occupations. (See Table 3.10)
### Table 3.10: Occupation by Socio-Economic Status, St. Kitts

<table>
<thead>
<tr>
<th>Occupation</th>
<th>% of Working Poor</th>
<th>% of Working Non-Poor</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
<td>Male</td>
</tr>
<tr>
<td>Legislator/ Manager</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Professional</td>
<td>7</td>
<td>5</td>
</tr>
<tr>
<td>Technical</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td>Clerical</td>
<td>9</td>
<td>1</td>
</tr>
<tr>
<td>Services/Sales</td>
<td>16</td>
<td>9</td>
</tr>
<tr>
<td>Skilled Agricultural</td>
<td>9</td>
<td>14</td>
</tr>
<tr>
<td>Craft</td>
<td>17</td>
<td>31</td>
</tr>
<tr>
<td>Machine Operator</td>
<td>13</td>
<td>13</td>
</tr>
<tr>
<td>Elementary</td>
<td>19</td>
<td>19</td>
</tr>
<tr>
<td>Not Stated</td>
<td>2</td>
<td>4</td>
</tr>
<tr>
<td><strong>Total %</strong></td>
<td>99</td>
<td>99</td>
</tr>
</tbody>
</table>

3.1.8.1 Labour Force Activity and Educational Attainment

Educational attainment is obviously associated with labour force activity. The earlier ages at which the working poor enter the labour market means that they leave the formal educational system earlier than the non-poor and that they usually lack meaningful educational certification. Tables 3.11 and 3.12 confirm this hypothesis. The employed poor have had higher percentages in the lower levels of the educational system. 74.6 percent of the poor as opposed to 69.2 percent of the non-poor had up to secondary school education.

On the other hand, only 5 percent of the poor compared to 15 percent of the non-poor received post-secondary and university level education. Although both the poor and non-poor have similar proportions with primary schooling as the highest level of education (9%), data reveal that 14.3 percent of poor males as opposed to 9.8 percent of non-poor males had primary education as their highest level of education. This would suggest that a greater percentage of poor males enter the labour force without high levels of schooling. Indeed, in the lowest quintile, females in St. Kitts were almost three times more likely to have had secondary level exposure than males (See Tables 9 and 10, Appendix III).
Table 3.11: Highest Level of Education Employed Labour Force by Socio-economic Status, St. Kitts

<table>
<thead>
<tr>
<th></th>
<th>Primary</th>
<th>Secondary</th>
<th>Post Secondary</th>
<th>University</th>
<th>Other</th>
<th>Not Stated</th>
<th>Total (No.)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Poor</td>
<td>9.4</td>
<td>65.2</td>
<td>4.0</td>
<td>0.9</td>
<td>19.2</td>
<td>1.3</td>
<td>224</td>
</tr>
<tr>
<td>Male</td>
<td>14.3</td>
<td>64.3</td>
<td>5.1</td>
<td>1.0</td>
<td>15.3</td>
<td>-</td>
<td>98</td>
</tr>
<tr>
<td>Female</td>
<td>5.6</td>
<td>65.9</td>
<td>3.2</td>
<td>0.8</td>
<td>22.2</td>
<td>2.4</td>
<td>126</td>
</tr>
<tr>
<td>Non-Poor</td>
<td>9.4</td>
<td>59.8</td>
<td>9.0</td>
<td>6.3</td>
<td>14.7</td>
<td>0.8</td>
<td>797</td>
</tr>
<tr>
<td>Male</td>
<td>9.8</td>
<td>59.9</td>
<td>8.8</td>
<td>6.0</td>
<td>15.3</td>
<td>0.2</td>
<td>419</td>
</tr>
<tr>
<td>Female</td>
<td>9.0</td>
<td>59.8</td>
<td>9.3</td>
<td>6.6</td>
<td>14.0</td>
<td>1.3</td>
<td>378</td>
</tr>
<tr>
<td>Total</td>
<td>96</td>
<td>623</td>
<td>81</td>
<td>52</td>
<td>160</td>
<td>9</td>
<td>1021</td>
</tr>
</tbody>
</table>

In the case of educational certification the pattern that emerges is one of fairly high levels of non-certification in either the employed poor or non-poor group, 57 percent and 42 percent respectively. In all of the other examination categories, the non-poor exceed the poor. The exception is in the case of the School Leaving Certificate where the proportion of the employed poor exceeds the employed non-poor. This level of certification, it should be noted, has relatively low value on the labour market. Clearly, while educational attainment is not the sole determinant of socio-economic status, lack of it increases the probability of being poor.

Table 3.12: Educational Certification of the Employed Labour Force by Socio-economic Status, St. Kitts

<table>
<thead>
<tr>
<th></th>
<th>None</th>
<th>School Leaving</th>
<th>CXC Basic</th>
<th>GCE O/CXC General</th>
<th>A Levels</th>
<th>Diploma</th>
<th>Degree</th>
<th>Other</th>
<th>Total (No.)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Poor</td>
<td>57.1</td>
<td>22.8</td>
<td>2.2</td>
<td>11.6</td>
<td>0.4</td>
<td>3.1</td>
<td>0.9</td>
<td>1.8</td>
<td>224</td>
</tr>
<tr>
<td>Male</td>
<td>66.3</td>
<td>21.4</td>
<td>-</td>
<td>6.1</td>
<td>-</td>
<td>4.1</td>
<td>1.0</td>
<td>1.0</td>
<td>98</td>
</tr>
<tr>
<td>Female</td>
<td>50.0</td>
<td>23.8</td>
<td>4.0</td>
<td>15.9</td>
<td>0.8</td>
<td>2.4</td>
<td>0.8</td>
<td>2.4</td>
<td>126</td>
</tr>
<tr>
<td>Non-Poor</td>
<td>42.8</td>
<td>15.3</td>
<td>6.5</td>
<td>17.4</td>
<td>1.6</td>
<td>7.0</td>
<td>4.9</td>
<td>4.4</td>
<td>795</td>
</tr>
<tr>
<td>Male</td>
<td>46.8</td>
<td>16.2</td>
<td>6.9</td>
<td>13.8</td>
<td>1.0</td>
<td>5.7</td>
<td>4.1</td>
<td>5.5</td>
<td>419</td>
</tr>
<tr>
<td>Female</td>
<td>38.3</td>
<td>14.4</td>
<td>6.1</td>
<td>21.3</td>
<td>2.4</td>
<td>8.5</td>
<td>5.9</td>
<td>3.2</td>
<td>376</td>
</tr>
</tbody>
</table>

Notwithstanding the earlier involvement of the poor in employment activities, the data indicate lower labour force participation rates for the poor than the non-poor (74% as opposed to 68.9 % on the part of the poor). This is quite understandable since poor people have less of the skills necessary for effective labour force participation and would therefore be more likely than the non-poor to drop out of the labour force.
Labour force participation speaks to the employed as well as the unemployed. Labour force participation when disaggregated by age and sex revealed that poor males had a higher labour force participation rate than non-poor males in the first two age categories (15-19, 20-24). After this the rate of non-poor male participation in the labour force exceeds that of the poor (with the exception of the age group 40-44.)

Poor males also had a higher labour force participation rate than poor females, 72.3 percent as opposed to 66.5 percent. Poor females, on the other hand, had labour force participation rates that exceeded that of the non-poor females in most of the younger age groups (15-19, 20-24, 30-34, 35-39). After this, participation rates of non-poor females exceeds that of poor females.

Some of the reasons for this pattern of labour force activity by the poor and the non-poor have already been touched on. Obviously, the poor leave the formal educational system at an earlier age than the non-poor. This accounts for their higher levels of participation in the earlier age groups and points to the fallacy of the notion of the ‘lazy’ poor. However, it is this very early break from the formal educational system that results in lower participation rates among poor males after age 24, and which makes them more likely to leave the labour force at an earlier age than the non-poor. This is also a time, when the non-poor, having stayed longer in the formal education system, are ready to enter the labour force at a higher level. It is not clear what poor males leave the labour force to do.

One possibility is anticipated migration. Although presumably non-poor men might be just as prone to leave, higher levels of certification and schooling might result in better job opportunities at home and therefore greater incentives for more of them to remain at home.

Poor females are likely to be involved in looking after grandchildren at an earlier age than non-poor women due to the fact that they are more likely to have had their children at earlier ages than their non-poor counterparts. Interestingly, fertility only seems to have affected labour force participation in this indirect sort of way. Twice the proportion of poor women to non-poor have had children over the past 12 months (13.4% to 6.7%).

Yet the labour force participation rates of young poor women exceeds that of their non-poor counterparts. It might very well be the grandmothers that are taking care of the infants thus allowing the young women to participate in the labour force. It may also mean that older, less schooled women have less opportunities for employment as opposed to their younger counterparts, possibly because of the preference of employers for younger workers.
Table 3.13: Labour Force Participation by Age and Socio-economic Status, St. Kitts

<table>
<thead>
<tr>
<th>Age</th>
<th>POOR</th>
<th></th>
<th></th>
<th>NON-POOR</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
<td>Male</td>
<td>Female</td>
<td>Total</td>
<td>Male</td>
<td>Female</td>
</tr>
<tr>
<td>15-19</td>
<td>16.1</td>
<td>20.2</td>
<td>13.0</td>
<td>6.4</td>
<td>6.3</td>
<td>6.6</td>
</tr>
<tr>
<td>20-24</td>
<td>13.0</td>
<td>12.1</td>
<td>13.7</td>
<td>11.2</td>
<td>11.7</td>
<td>10.7</td>
</tr>
<tr>
<td>25-29</td>
<td>11.7</td>
<td>11.1</td>
<td>12.2</td>
<td>15.1</td>
<td>16.1</td>
<td>14.1</td>
</tr>
<tr>
<td>30-24</td>
<td>15.2</td>
<td>10.1</td>
<td>19.1</td>
<td>12.4</td>
<td>11.2</td>
<td>13.6</td>
</tr>
<tr>
<td>35-39</td>
<td>16.1</td>
<td>14.1</td>
<td>17.6</td>
<td>14.0</td>
<td>14.9</td>
<td>13.1</td>
</tr>
<tr>
<td>40-44</td>
<td>12.2</td>
<td>11.1</td>
<td>13.0</td>
<td>12.6</td>
<td>10.1</td>
<td>15.3</td>
</tr>
<tr>
<td>45-49</td>
<td>4.8</td>
<td>6.1</td>
<td>3.8</td>
<td>9.6</td>
<td>11.9</td>
<td>7.3</td>
</tr>
<tr>
<td>50-54</td>
<td>4.3</td>
<td>5.1</td>
<td>3.8</td>
<td>5.5</td>
<td>4.2</td>
<td>6.8</td>
</tr>
<tr>
<td>55-59</td>
<td>1.3</td>
<td>2.0</td>
<td>0.8</td>
<td>3.0</td>
<td>3.0</td>
<td>2.9</td>
</tr>
<tr>
<td>60-64</td>
<td>1.7</td>
<td>3.0</td>
<td>0.8</td>
<td>3.3</td>
<td>4.2</td>
<td>2.4</td>
</tr>
<tr>
<td>65+</td>
<td>3.0</td>
<td>4.0</td>
<td>2.3</td>
<td>4.4</td>
<td>4.7</td>
<td>4.1</td>
</tr>
<tr>
<td>Not Stated</td>
<td>0.4</td>
<td>1.0</td>
<td>-</td>
<td>2.4</td>
<td>1.9</td>
<td>2.9</td>
</tr>
<tr>
<td>Total %</td>
<td>100</td>
<td>100</td>
<td>100</td>
<td>100</td>
<td>100</td>
<td>100</td>
</tr>
<tr>
<td>No.</td>
<td>230</td>
<td>99</td>
<td>131</td>
<td>840</td>
<td>429</td>
<td>411</td>
</tr>
</tbody>
</table>

3.1.9 Employment and Income Concerns

The economic situation of communities and households often determine living conditions, quality of life and state of well being of community members. However, most people view employment as critical to escaping poverty. In two of the selected communities, Old Road and Phillips, in assessing the economic well being participants in the community workshops ranked job opportunities, employment, income/money and access to credit and land as very low, the lowest ranking.

In others like St. Paul’s, Irish Town and Saddlers while job opportunities and employment were ranked as average or high, income was rated as low. In these and other communities, for example in Conaree people identified the need for more employment opportunities and better wages.

“We need creation of employment and increased wages”

“We need higher paying jobs”

“The minimum wage is lower than the cost of living, imagine people still working for $200.00 per week, that can’t work.”
“More jobs are needed in the community, when we done pay bus fare, pre-school fees, buy lunch etc., we scarcely got anything left”

“Financially, we don’t have much money”

“We need employment, we can’t get nothing to do, we need work bad”

In some other communities too there was concern about limited job opportunities for young people and about the number of young people who were unemployed. Some people felt that even when work was available young people were not interested.

“Job opportunities for young men and young women are scarce”

“Young people don’t work regular”

“Few young boy want to work, work out there but they wouldn’t look for it”

“The young people want work that they are not capable of doing, they don’t want the jobs that are there, they feel that is beneath them”

But several young men pointed out that:

“Young men need skills, (formal) education is not all, we cannot all wear suits and ties and be teachers”

There was a general feeling in all communities that the majority of jobs available to residents were not high paying. For example, while in all of the communities there were small numbers of civil servants, nurses and teachers and a few shopkeepers, the majority of the residents, men as well as women, who were employed, were working in low skilled jobs for meager wages. Some were working on the sugar estates, others, mainly women, were working in factories on the industrial estates, and some were self employed in the construction industry, doing odd jobs or selling coals and other items. For many people getting a permanent job was a problem and they had to depend on part-time, occasional work.

“As a labourer on the plantation, you work for three months and then you can’t find anything to do”
In communities like Phillips with a history of agriculture, many of the residents were formerly engaged in farming. The men farmed the land and the women weeded, harvested and sold the produce in Basseterre. Now, however agriculture has declined and most of the men and older women work as labourers on the sugar cane estates and younger women work in factories on the industrial site in town.

In Dieppe Bay, although some felt that farming had improved, there were still problems with getting enough water for the livestock and farmers said that they needed more incentives and help in preparing the land. In Saddlers too, several men were of the view that farmers needed to have access to land for grazing their animals as well as for planting. In communities like Old Road and Dieppe Bay fishing is an important economic activity but the fishing industry was badly hit by recent hurricanes. In these communities several men are engaged in fishing and while there are Fisherman’s Cooperatives, some were of the view that they should be doing more for their members.

In some communities, although drugs are seen as a problem, cultivation and selling of ganja is viewed as an economic activity that generates and contributes much needed money to poor individuals and families.

“One problem is the drugs, even though it help us”

“Some people plant ganja and sell, when money from ganja flourishing everybody happy”

“Lots of drugs are affecting the community, it is turning the young people crazy, especially the young men, but it helps to bring money into this community”

At the same time, in Old Road where fishing is a tradition, there are some young people who are interested and willing to go into fishing, but:

“They do not have the means to get started, they have no access to funds to buy boats.”

There were also a significant numbers of unemployed persons in all of the communities. Among the factors contributing to this situation were, the low level of education, laziness, and lack of access to resources.

“Most persons are not educated to get good paying jobs, they lack qualifications”
The difficulties the poor experience in participating effectively in the economy was also illustrated in the focus group discussions among the various participants in the CSA.

In two of the selected communities, Old Road and Phillips, in assessing the economic well being, participants ranked job opportunities, employment, income/money and access to credit and land as very low.

### 3.1.10 Education

As much as 47 percent of the population of St. Kitts not presently enrolled in school has no form of educational certification. Although higher in the poorer quintiles, there is a general lack of educational certification among the adult population and across the five major consumption groups into which the society can be divided. This is shown in Table 3.14.

The poorest quintile registers levels of certification that are lower than the others. Those who belong to the richest quintile have the highest levels of certification. The difference between the poor and the non-poor is still significant as was confirmed in the Chi-square test (See Appendix IV). Approximately 60 percent of these persons have some form of certification. This compares with 44 percent in the poorest quintile.

#### Table 3.14: Highest examination passed by quintiles, St. Kitts

<table>
<thead>
<tr>
<th>Quintiles</th>
<th>Poorest</th>
<th>II</th>
<th>III</th>
<th>IV</th>
<th>Richest</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>None</td>
<td>55.8</td>
<td>47.1</td>
<td>48.5</td>
<td>46.7</td>
<td>40.5</td>
<td>47.0</td>
</tr>
<tr>
<td>School Leaving</td>
<td>14.2</td>
<td>16.4</td>
<td>14.7</td>
<td>12.7</td>
<td>16.5</td>
<td>14.9</td>
</tr>
<tr>
<td>CXC Basic</td>
<td>1.7</td>
<td>2.6</td>
<td>6.4</td>
<td>5.0</td>
<td>3.5</td>
<td>4.0</td>
</tr>
<tr>
<td>GCE O/CXC 1-2</td>
<td>3.4</td>
<td>5.5</td>
<td>2.7</td>
<td>6.5</td>
<td>2.7</td>
<td>4.2</td>
</tr>
<tr>
<td>GCE O/CXC 3-4</td>
<td>1.7</td>
<td>6.6</td>
<td>6.0</td>
<td>4.7</td>
<td>3.8</td>
<td>4.6</td>
</tr>
<tr>
<td>GCE O/CXC 5+</td>
<td>0.9</td>
<td>2.2</td>
<td>6.0</td>
<td>3.8</td>
<td>4.9</td>
<td>3.8</td>
</tr>
<tr>
<td>GCE A 1-2</td>
<td>-</td>
<td>0.4</td>
<td>0.3</td>
<td>1.2</td>
<td>0.5</td>
<td>0.5</td>
</tr>
<tr>
<td>GCE A 3+</td>
<td>0.4</td>
<td>0.4</td>
<td>-</td>
<td>.9</td>
<td>0.8</td>
<td>0.5</td>
</tr>
<tr>
<td>Diploma</td>
<td>1.3</td>
<td>3.3</td>
<td>5.0</td>
<td>5.0</td>
<td>8.9</td>
<td>5.1</td>
</tr>
<tr>
<td>Degree</td>
<td>0.7</td>
<td>1.0</td>
<td>2.4</td>
<td>10.0</td>
<td>3.3</td>
<td></td>
</tr>
<tr>
<td>Other</td>
<td>0.4</td>
<td>1.5</td>
<td>1.7</td>
<td>4.7</td>
<td>5.7</td>
<td>3.1</td>
</tr>
<tr>
<td>Not Stated</td>
<td>20.2</td>
<td>13.5</td>
<td>7.7</td>
<td>6.2</td>
<td>2.2</td>
<td>9.0</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>100.0</strong></td>
<td><strong>100.0</strong></td>
<td><strong>100.0</strong></td>
<td><strong>100.0</strong></td>
<td><strong>100.0</strong></td>
<td><strong>100.0</strong></td>
</tr>
<tr>
<td><strong>%</strong></td>
<td><strong>100.0</strong></td>
<td><strong>100.0</strong></td>
<td><strong>100.0</strong></td>
<td><strong>100.0</strong></td>
<td><strong>100.0</strong></td>
<td><strong>100.0</strong></td>
</tr>
<tr>
<td><strong>No.</strong></td>
<td>233</td>
<td>274</td>
<td>299</td>
<td>338</td>
<td>370</td>
<td>1514</td>
</tr>
</tbody>
</table>
The relatively large numbers of persons without educational certification points to the historical recency of universal access to proper educational facilities on the part of the population: a larger percentage of males had no educational certificate than females (See Table 6, Appendix III). Generally, notwithstanding the universal nature of the educational system, poverty still worked to restrict participation in the educational system. This is evident from the lower levels of certification in Quintile 1 that has been alluded to above.

The extent to which this mechanism still operates can perhaps be illustrated by looking at the situation with regard to the availability of textbooks for those currently in school. When the variable ‘availability of text books’ is examined by quintile, one finds that the smallest proportion of students with exclusive use of textbooks were to be found in Quintile 1. Here, 57 percent of the respondents reported that they had exclusive use of school textbooks; this compared to 70 percent in Quintile 5, the wealthiest quintile. It should be noted though that Quintile 2 with 10 percent of those living below the poverty line had the second highest proportion of students with exclusive use of textbooks.

If this is a reflection of the effects of a textbook programme in schools then it points to the need for better targeting of the most needy students: 14.4 percent of the poorest quintile reported getting free books, but as much as 10.1 percent of the highest quintile also got free books (See Table 13, Appendix III). The poorest quintile had one fifth of its students reporting that they had no textbooks at all. Again, Quintile 2 proved anomalous having the second lowest proportion of its students who did not have any textbooks. The association between wealth and ability to participate effectively in the educational system is brought out though, by the fact that the wealthiest quintile only had 8 percent of its students without any textbooks.

### Table 3.15: Have Required Text by Quintile, St. Kitts

<table>
<thead>
<tr>
<th></th>
<th>Q1</th>
<th>Q2</th>
<th>Q3</th>
<th>Q4</th>
<th>Q5</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes, Exclusive Use</td>
<td>57.3</td>
<td>64.8</td>
<td>61.9</td>
<td>61.7</td>
<td>70.1</td>
<td>62.2</td>
</tr>
<tr>
<td>Yes, Shares</td>
<td>5.6</td>
<td>3.6</td>
<td>3.6</td>
<td>1.6</td>
<td>5.2</td>
<td>4.0</td>
</tr>
<tr>
<td>Has some books</td>
<td>16.7</td>
<td>13.0</td>
<td>10.7</td>
<td>12.5</td>
<td>16.5</td>
<td>13.9</td>
</tr>
<tr>
<td>Has None</td>
<td>20.1</td>
<td>17.6</td>
<td>23.2</td>
<td>24.2</td>
<td>8.2</td>
<td>19.4</td>
</tr>
<tr>
<td>Not Applicable</td>
<td>0.4</td>
<td>1.0</td>
<td>0.6</td>
<td>-</td>
<td>-</td>
<td>0.5</td>
</tr>
<tr>
<td>Total</td>
<td>100</td>
<td>100</td>
<td>100</td>
<td>100</td>
<td>100</td>
<td>100</td>
</tr>
<tr>
<td>No.</td>
<td>234</td>
<td>193</td>
<td>168</td>
<td>128</td>
<td>97</td>
<td>820</td>
</tr>
</tbody>
</table>

Another variable that is instructive with regard to economic status and the ability to effectively participate in the educational system relates to reasons for not acquiring textbooks. This question would have been posed to those who stated that they did not have textbooks. Some 16 percent of
those in Quintile 1 stated that they were too expensive. Only eight percent of those in Quintile 5 stated this reason as a response.

Poverty still appears to be a factor at work limiting the ability of some young people to make effective use of educational opportunities. The data seem to indicate that there are programmes in place to ameliorate the impact of poverty on the educational system. However, there appears to be need for their expansion and for improved targeting.

3.1.11 Perspectives on Education

At the level of the community, there was a general perception that educational opportunity had improved in St. Kitts.

“School children and adults now have opportunities to improve themselves educationally through evening classes”

Free education at primary and secondary levels, provision of meals and free medical attention to primary school children and opportunities for poor families to get assistance with uniforms and textbooks have made it possible for all children to have access to formal education. However, as in other Caribbean countries, people in some communities commented on the fact that girls were doing better at school and that more females than males had completed high school.

While in all of the communities there are a number of persons who have attended secondary school, and in some a small number may have also had tertiary education, the majority of the residents have only had a primary education. In many cases therefore several of the older adults are illiterate and while this is recognised as a problem some people did not feel at a disadvantage because of it.

“Yes literacy here is very, very low, but you can’t fool us, we are street smart, we don’t have much book sense but we have common sense”

At the same time people recognise the importance of education

“Getting a proper education is important”

“Education enables us to get better jobs and this leads to improvement in the standard of living”
In some of the communities therefore, for example in Phillips, there was concern about the number of “uneducated” people in the community.

“The educated people have moved out to other areas”

“Plenty uneducated people up here and sometimes they do foolish things”

At the same time very few people in any of these communities have ever participated in any skills training or non-formal adult education classes both because such programmes do not exist or are not available in their communities or because they cannot afford to travel to classes outside of the community. As a result, there are large numbers of youth and adults in all of the selected communities who, by their own admission, are not only functionally illiterate but are also unskilled.

On several occasions during the course of the CSA people identified the need for classes to provide opportunities for adults as well as for young people to upgrade their formal education, to acquire skills and to participate in non-formal education programmes in order to increase their knowledge of a variety of areas, for example in health and child care.

“Young people go to school, but there is a need for adult and continuing studies and classes”

“We need night schools, night schools would be nice for the boys up here”

“We need more adult education, reading and writing and training in computer skills”

“There is a need for education programmes for the women, classes in cooking, sewing and child rearing”

“We want the nurses to have some sessions on community health care”

“More awareness programmes should be provided to build self esteem”

“We need to make use of some of our retired educators so they can teach and help mold our youths”

Some adults expressed a desire to continue their education but could not afford the bus fare or to pay fees.
“We need some evening classes here, but the money to pay for them is hard to find, so if we could get some free classes we would be glad”

“I would like go to class to get an education so I could get a better job, but the classes are all in Basseterre and I can’t afford the money for bus fare and classes. If they could start some classes nearby (in Saddlers) I would be glad.”

Children in low-income households are more likely to stay away from school or drop out early in order to take care of siblings or to earn money. In several of the communities surveyed there are a number of children who do not attend school regularly and who drop out without completing their education. Some do so because parents cannot afford to buy books or uniforms to send them everyday, others because they have to stay at home to care for younger siblings, and several girls because of pregnancy.

“I missed out on school because I never had any clothes to wear to school”

“My mother did have it hard”

“Hungerness bring me out”

“I am the first and had to stay home to take care of the others while my mother did odd jobs”

“Some young girls go to school and come out with big belly, they leave for school and go and sleep with men, old men to get money”

3.1.12 Health and the Environment

In this section of the report we examine the health status of the poor on the basis of responses to questions as to whether or not they have been ill or suffered from some form of injury. We also look at the availability and accessibility of health facilities based on responses to questions about the use of these facilities.

The data on health status are derived on the basis of self-reported symptoms of illness or accident. Because of the subjective nature of these data, they are subject to error and bias from sources such as lapse in memory recall, levels of education and other factors related to the ability
to detect illnesses. Thus, between two individuals, the one with the more unobserved skills to detect an illness would tend to report higher levels of illness than the less skilled. 

It is for this reason that it is generally recognised that reported health data are not necessarily good indicators of the state of a population’s health. In particular it has been found that the poor consistently under-report illness. The difference between the poor and non-poor was statistically significant on the Chi-square tests (See also Tables 15-18, Appendix III). This gives the impression that they enjoy better health than the non-poor. This state of affairs has serious policy implications since it can lead to an under-allocation of resources to the public health care sector as well as the neglect of preventive medical strategies among the poor on the part of health administrators. In fact, actual morbidity and mortality data from health institutions indicate that even in societies, in which the poor reported lower levels of ill health, they suffer higher levels of illness and death than do the non-poor.

St. Kitts followed the pattern seen elsewhere in the region. The poor reported lower levels of ill health than the non-poor for each of the illness variables, although in the case of incapacitating illness the difference between the two groups was not statistically significant (p=0.4). In response to the more general question on whether they suffered from any illness or injury during the past month, nearly twice as many non-poor 11.0 percent responded ‘yes’ than did poor persons (6.4%).

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4 E. Murrugarra and M. Valdivia, “The Returns to Health for Peruvian Urban Adults: Differentials Across Genders, the Life Cycle and the Wages Distribution”: October, 1999. Extract from research Project, Productivity of Household Investments in Health, Consorcio de Investigacion Economics and the IADB Regional Research Network. See also R.Ribero and Jairo, “Productivity of Household Investment in Health: the case of Columbia”: January, 1999, IADB, Latin American Research Network, Working Paper R-354. Also, R. Suarez, July, 1999, “Health Systems Inequalities and Poverty in Latin America and the Caribbean: Summary of Results and Policy Implications Equity in Health in Latin America and the Caribbean”, (World Bank EquiLac Project) Investments in Health and Poverty (PAHO/UNDP IHEP Project). One of the general findings of these and a number of other recently conducted studies into the relationship between health, equity and poverty in Latin America and the Caribbean is that differences in health status by income groups measured using self reported illness or injury do not reflect the relatively large differences between these groups as measured by the more objective rates and incidence and prevalence of disease and mortality. See PAHO Report, on Investing in Health, Equity and Poverty Reduction in Latin America and the Caribbean, Washington D.C., 1999. Prof. Amartya Sen has argued on this matter as follows, “In places where medical care is widespread and of good quality, people have a higher perception of morbidity, even though they are in much better health. For example, the rate of morbidity in the state of Kerala (where medical care and education are both widely shared) is much higher than in states like Bihar, which have very little medical care, or basic education.” (http://www.res.org.uk/media/sen/htm).
Table 3.16: Reported Illness, Percentage distribution by Socio-economic status

<table>
<thead>
<tr>
<th>Socio-economic Status</th>
<th>Suffered from illness</th>
<th>Total N=</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Yes</td>
<td>No</td>
</tr>
<tr>
<td>Poor</td>
<td>6.4</td>
<td>93.6</td>
</tr>
<tr>
<td>Non-Poor</td>
<td>11.0</td>
<td>88.8</td>
</tr>
<tr>
<td>Total</td>
<td>9.6</td>
<td>90.3</td>
</tr>
</tbody>
</table>

In the case of the ‘lifestyle diseases’ or endogenous illnesses such as hypertension, heart conditions, diabetes and some forms of cancer, the reported rate was twice as high among the non-poor (105 persons per 1000 population) than among the poor (45 per 1000). Lifestyle diseases affected some 9 percent of the population or 88 persons per thousand.

There is a tendency to under-report on the part of the poor. This means that St. Kitts is probably well on the way in the transition from vulnerability to communicable and vector related illnesses to lifestyle related diseases in its epidemiological profile. The poor would therefore, probably benefit from a public education campaign geared to enlightening them about lifestyle diseases and the preventive measures that can be taken to reduce the risk of getting these illnesses.

It is known that HIV/AIDS is a problem in the country though it is not reported from the SLC data. Trends elsewhere in the Caribbean indicate that AIDS represents a significant threat to the health of the Caribbean people. CAREC estimates a rate of 400 per 100,000 for St. Kitts and Nevis, which puts the country in the higher end in respect of the incidence of the disease, and just slightly below Trinidad and Tobago and Barbados (Hospedales, 2000). Poverty increases vulnerability to this disease. Therefore AIDS prevention, and the eradication of STDs should be incorporated into the public education campaign about lifestyle diseases.

Table 3.17: Rate of Lifestyle Illness among the Non-poor and Poor

<table>
<thead>
<tr>
<th></th>
<th>Rate of Lifestyle Illness per 1000 population</th>
</tr>
</thead>
<tbody>
<tr>
<td>All</td>
<td>88 (n=206)</td>
</tr>
<tr>
<td>Poor</td>
<td>48 (n=34)</td>
</tr>
<tr>
<td>Non-poor</td>
<td>105 (n=172)</td>
</tr>
</tbody>
</table>

As noted above, care should be taken in interpreting these figures. On the face of it, it would appear that the non-poor suffer from this type of illness at almost twice the rate of the poor. It
might well be the case that factors such as occupational stress associated with the lifestyle of the non-poor induces a higher rate of these types of illnesses among them. On the other hand, it is possible that higher levels of inaccessibility to proper health care and a disinclination on the part of the poor to make preventive visits to the doctor conceal the existence of higher levels of these types of illnesses among them (See footnote 4 above). As indicated above, also, lower levels of education and awareness among the poor are an important contributor to this approach to health care.

Only 42 percent of the poor who reported illness sought medical treatment. The data indicate that this was more than the proportion of the non-poor that sought treatment, 39 percent. This finding seems unusual since the non-poor usually have greater means at their disposal to seek health care. Closer examination of the data however reveals that 14 percent of the non-poor did not respond to the question.

Among the poor, the Public Health Centre was the most popular health care facility. Approximately 42 percent of poor utilised its services. This was followed by the services of the Private Doctor, 27 percent and the Public Hospital 24 percent. Among the non-poor the Private Doctor was the most popular choice with 42 percent of that grouping using those services. Approximately a half of the proportion of non-poor as poor used the Public Health Centres. Generally, the SLC found a high level of satisfaction with the services available (See Tables 22 and 23, Appendix III).

<table>
<thead>
<tr>
<th>Place First Visited</th>
<th>% Poor</th>
<th>% Non-poor</th>
<th>% Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public Hospital</td>
<td>24.2</td>
<td>25.6</td>
<td>25.3</td>
</tr>
<tr>
<td>Public Health Centre</td>
<td>42.4</td>
<td>20.2</td>
<td>24.7</td>
</tr>
<tr>
<td>Pharmacy</td>
<td>-</td>
<td>3.9</td>
<td>3.1</td>
</tr>
<tr>
<td>Private Clinic/Hospital</td>
<td>-</td>
<td>1.6</td>
<td>1.2</td>
</tr>
<tr>
<td>Private Doctor</td>
<td>27.3</td>
<td>42.6</td>
<td>39.5</td>
</tr>
<tr>
<td>Other</td>
<td>6.1</td>
<td>6.2</td>
<td>6.2</td>
</tr>
<tr>
<td>Total</td>
<td>%</td>
<td>%</td>
<td>%</td>
</tr>
<tr>
<td>No.</td>
<td>33</td>
<td>129</td>
<td>162</td>
</tr>
</tbody>
</table>

3.1.13 PERSPECTIVES ON HEALTH AND ENVIRONMENT

The ability to enjoy and maintain good physical and mental health depends on several factors including money, access to efficient health services and care, relevant information and attitude. People who live in poverty often suffer ill health. They may be physically ill and are often anxious and under a lot of stress. The majority of people who were involved in this study were
poor. They had little money, had low levels of education and did not seem to have adequate knowledge or to be well informed about health matters.

Private health care is expensive and out of the reach of the majority of people in poor communities. At the same time, while some medication is free or relatively cheap at the hospital and health clinics, and while there were health clinics in several of the communities it appears that they did not always cater to or meet the health care needs of all age groups in the communities. Although more women than men use the public health care system and visit the health clinics, some said that they did not go to the latter because:

“There is no confidentiality, nurses talk and everybody get to know your business”

Several said that the service provided in the health clinics was satisfactory or good, which is consistent with the findings of the SLC. However, it appears that attempts by health care providers in the public health care system to encourage individuals to take responsibility for their health, to involve them in disease prevention, and to increase their ability to manage their illnesses have not had any significant impact on people in the communities studied. For example, it appears that some individuals were not always given information about their illnesses or that the information was not always given in clear and simple language that they could understand. Several individuals said that:

“The doctor didn’t tell me what wrong”

On another level women’s reproductive health is a matter of concern.

At the same time, it appears that education programmes about women’s reproductive health and contraceptive use do not always reach poor women and have not succeeded in changing attitudes towards planning and spacing of children.

Women had stopped using contraceptives because of negative side effects.

“I used to use contraceptives but had bad side effects so I stop”

As indicated earlier, several of the women interviewed had had children in their teens, some with their first child in their early teens, and although family planning services are widely available at all health clinics it was felt that more family planning programmes were needed:

“To help our young men and women in family life”
Teenage pregnancy is a common feature in several communities and in some cases, for example in St. Paul’s, Conaree and Irish Town, the incidence of teenage pregnancies is extremely high. However, it appears that in the minds of many, the young women are responsible for this phenomenon and very little “blame” or responsibility is given to the men who impregnate teenage girls.

“The young women are the problem, they are just worthless good-for-nothings”

It was also said that to alleviate poverty:

“The young girls should stop having so many children”

Another woman in St. Kitts apparently with no thought about contracting AIDS or other STDs exclaimed:

“Condoms make the men stay too long to come, I want the real thing”

In St. Kitts as well as in Nevis, in the communities where focus group discussions were conducted there were several people, -adults, children and elderly - who were in various stages of ill health. Some of the women were obese, had diabetes, hypertension and heart problems; others were anemic and had low blood pressure. Some others suffered from back pains and one had swollen feet and had had a toe amputated. The blood sugar level of one woman in St. Paul’s was reportedly so high that she had had to stay away from work for about a month. Several people, like a man in Irish Town, also had bad teeth but could not afford to go to the dentist.

“Right now my mouth full of bad teeth and ah can’t afford to tek dem out. We have to have money otherwise we can’t get health care. We need good and free dental labs and other medical services”

Alcoholism is also responsible for some illnesses and a few men admitted that they sometimes drink so much and get so drunk that they get fits.

A proper balanced diet and exercise are essential in order to maintain good health and several of the diseases from which many women suffered can be linked to, and may be the result of, unhealthy lifestyles, poor diet and lack of exercise. Some of the women are both unable and unwilling to eat or to provide their children with a balanced diet.

“The doctor say to eat vegetables, but they too expensive”

“I can’t afford to buy the things I need to prepare a balanced diet”
“Instead of milk I give them bush tea”

Another child was said to have:

“Water in his testicles and it sucking him”

Among the elderly, there were some diabetics who needed insulin daily. There was one woman over 90 years old for whom one of her breasts had grown to be as large as a watermelon, and who had been suffering from this condition for 20 years. Another elderly woman who had had an operation on one of her eyes had not had it dressed since leaving the hospital. Although the health centre might be close to these individuals, in some cases they are unable to walk to it and in others they can’t afford to buy food.

“As close as the health centre is I don’t go there often because what’s the use to accept medication and do not have no food to eat”

In several of the communities, for example in Irish Town, Conaree, and Fig Tree several people expressed grave concern about environmental health and the spread of diseases as a result of unsanitary conditions. Mention has already been made of the fact that several individuals and families kept their houses and surroundings in unsanitary conditions. In some cases, houses and yards were cluttered with rubbish, and mice, rats and flies were common features. In Irish Town at nights, rats are a common sight in the drains. In all of these communities, there was a general feeling that unsanitary conditions need to be improved.

In Conaree the proximity of the dump is a health hazard as smoke fumes contribute to respiratory diseases in children and adults.

“The burning of garbage and the smoke is a serious problem”

During the community workshop, it was reported that:

“Doctors asked some people, young and old, to move from the area because of the smoke from the burning garbage”

“Some children had to be moved because of breathing problems”

At the same time several families collect food and other household items from the dump and so endanger their health.
In terms of mental health, several women indicated that they were stressed out because they were constantly anxious about how they would feed and care for their children and frustrated by their unsuccessful attempts to collect money for child support from their children’s fathers.

“Worry and stress is the beginning of health problems”

“When the money can’t meet my needs I does feel stressed out”

Among the elderly, loneliness, no one to talk to, a sense of being forgotten and neglected and concern about the future were matters of grave concern and in some cases drove men to indulge in excessive drinking of alcohol.

3.1.14 HOUSING

Under this heading we examine house and land tenancy, type of building material used in the construction of the house, source and type of water facilities and kitchen and sanitation facilities.

Owners live in two thirds of the homes in St. Kitts. Equal proportions of the poor and non-poor populations owned their homes. This amounted to 64 percent of each population. This finding is not in keeping with the trend throughout the Caribbean where more of the poor than non-poor tend to own the houses and the small plots of land on which their houses are located.

Approximately 63 percent of the houses in St. Kitts are situated on land that is owned by the householder. Sixty-two percent of those persons below the poverty line owned the land on which they lived. Among the poor who owned their land, 78 percent of the landowners had purchased the land while 18 percent obtained their land through inheritance.

Among the non-poor, 73 percent purchased and 23 percent inherited the land they owned. In both instances the remainder of the landowners obtained their land through other means. The high percentages of poor land owners that purchased their land and the fact that equal proportions of both groups own the land on which their houses rest suggest the existence of land ownership policies that that take account of the less economically able in the society. Squatting is not a major problem. It amounted to only 2.7 percent of all forms of land tenancy. Some 4 percent of the poor squatted and 2.3 percent of the non-poor.

Approximately 73 percent of all households in the country had galvanised zinc as roofing. The next most popular type of roofing was Shingle-Asphalt, which was used as roofing for 16 percent of the households. There was virtually no variation among the socio-economic groupings.
Approximately 73 percent of poor households used galvanised roofing, whilst 70 percent of non-poor houses used this roofing material.

There was some variation across socio-economic grouping when it came to the type of material of which the walls of the houses are made. More of the non-poor used wood to make their outer walls than was the case with the poor and Brick Concrete although used by as much as 55 percent of the poor households was also more popular with the non-poor. Approximately 63 percent of these households used this material to make their outer walls. Wood and Concrete mixture was used by 25 percent of the poor as opposed to 16 percent of the non-poor as can be seen in Table 3.19 below (See also Tables 26-37, Appendix III).

Table 3.19: Characteristics of Dwelling - Main Material of Outer Walls, St. Kitts

<table>
<thead>
<tr>
<th>Socio-economic Status</th>
<th>Type of Wall</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Wood</td>
<td>Concrete</td>
</tr>
<tr>
<td>POOR</td>
<td>17.5</td>
<td>55.4</td>
</tr>
<tr>
<td>NON-POOR</td>
<td>20.5</td>
<td>62.6</td>
</tr>
<tr>
<td>TOTAL</td>
<td>19.8</td>
<td>60.9</td>
</tr>
</tbody>
</table>

Most of the people living in St. Kitts had indoor kitchens that were not shared with anyone. The main cooking fuel was gas. Over 90 percent of the poor and non-poor used gas as the main cooking fuel (Table 3.20).

Table 3.20: Distribution of Kitchen Facilities by Socio-Economic Status, St. Kitts

<table>
<thead>
<tr>
<th>Socio-Economic Status</th>
<th>Location of Kitchen</th>
<th>Kitchen Shared</th>
<th>Main Cooking Fuel</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Indoor</td>
<td>Outdoor</td>
<td>Both</td>
</tr>
<tr>
<td>POOR</td>
<td>78.0</td>
<td>21.5</td>
<td>-</td>
</tr>
<tr>
<td>NON-POOR</td>
<td>85.0</td>
<td>11.5</td>
<td>0.3</td>
</tr>
<tr>
<td>TOTAL</td>
<td>83.3</td>
<td>14.2</td>
<td>0.3</td>
</tr>
</tbody>
</table>

Among the poor, the Water Closet was the most used of all types of toilet facilities, approximately 66.1 percent and 76.8 percent among the poor and the non-poor respectively. This is followed by the Pit Latrine, which is used by 31 percent of the poor and 20 percent of the non-poor. On the whole, households tend to have exclusive use of their toilet facilities.
Table 3.21: Distribution of Water and Sanitation Facilities by Socio-economic Status, St. Kitts

<table>
<thead>
<tr>
<th>Socio-economic Status</th>
<th>Type of Toilet</th>
<th>Sources of Water</th>
<th>Bathing Facilities</th>
<th>Garbage Disposal</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Pit Latrine</td>
<td>Water Closet</td>
<td>1 2 3 4</td>
<td>Indoors Outdoors None</td>
</tr>
<tr>
<td>POOR</td>
<td>30.5</td>
<td>66.1</td>
<td>9.6 60.5 16.9 13.0</td>
<td>63.3 35.6 1.1</td>
</tr>
<tr>
<td>NON-POOR</td>
<td>20.1</td>
<td>76.8</td>
<td>10.1 69.2 10.7 10.0</td>
<td>76.9 19.4 3.7</td>
</tr>
<tr>
<td>TOTAL</td>
<td>22.6</td>
<td>71.3</td>
<td>10.0 67.2 12.1 10.7</td>
<td>73.7 23.2 3.1</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Dumping/Compost</td>
<td>Burning</td>
<td>Garbage Truck</td>
<td>Dumping River/Sea Other</td>
</tr>
<tr>
<td>POOR</td>
<td>3.4</td>
<td>1.1</td>
<td>92.1</td>
<td>1.1</td>
</tr>
<tr>
<td>NON-POOR</td>
<td>3.3</td>
<td>1.7</td>
<td>91.8</td>
<td>1.6</td>
</tr>
<tr>
<td>TOTAL</td>
<td>3.3</td>
<td>1.6</td>
<td>91.9</td>
<td>1.5</td>
</tr>
</tbody>
</table>

Legend: 1 - Private, piped into dwelling; 2 - Public, piped into dwelling; 3 - Public, piped into yard; 4 - Other

The main sources of water for the poor are indoor piped water obtained from the public supply - 61 percent. This was followed by public piped into yard - 16.9 and private piped into building 9.6 percent. Among the non-poor, 69 percent of the persons have access to indoor piped water obtained from the public supply, while equal proportions - 10 percent - have water piped from private sources and public piped into yard.

Approximately, 63 percent and 77 percent of the poor and non-poor respectively have indoor bathing facilities. As high as 36 percent of the poor have outdoor bathing facilities. This compares to 19 percent of the non-poor.

More than 90 percent of both the poor and non-poor are serviced by garbage trucks in the disposal of their garbage. The next most popular method of garbage disposal is dumping or making compost. Small percentages of both groups dispose of their garbage in this manner.

3.1.15 Community Concerns on Housing and Living Conditions

The availability of adequate and affordable housing enables families to enjoy a certain standard of living and practically everyone aspires to owning or living in a “good house”. However, for those living in poverty the opposite is often the norm. In St. Kitts, especially in recent years and in the wake of devastating hurricanes, there has been a significant amount of improvement in the number of houses and in the type, size and quality and amount of housing in the communities selected for study and several people compared present houses to those of the past.
“Previously many people owned or lived in old rundown wooden houses without water, electricity or indoor bath and toilet, pit latrines and outdoor kitchens were in abundance”.

“It is easier to get a house now than before”

In spite of this in these communities, the need for housing is acute, and according to one resident in Phillips:

“A lot of shacks in here, but people only see the outskirts when they come in here”.

The lack of adequate and appropriate housing is therefore a problem and in several of the communities “shelter” was given the lowest ranking on the Wheel of Well Being and rated very low in the Quality of Life Index. In all of the communities, over and over again, men as well as women stressed their need for more and better housing.

“I live with my parents, I can’t get a house. I waiting to see if I get one of the low cost houses if they build any more.”

In addition to creating hardships for family members, poor housing is also contributing to other problems including lack of privacy, anxiety and stress.

“I live in a shack, I have three small children and I worry about the hurricane. They say hurricane will come early this year, I would like to get a house before hurricane season start”

The majority of the families interviewed in the poorer communities live in small, wooden, one or two room houses without running water, and with kitchens, bathrooms and toilets outside. Several of these houses had leaking roofs, rotting floors and walls and some had been patched with pieces of galvanize, cardboard or whatever material the inhabitants could find. All were in need of extensive repairs.

In addition, most of the houses are sparsely furnished with a bed, a table, chair and a few cooking utensils while some have no furniture at all. The majority cooked on small kerosene stoves or with wood or coals in the yard. Some have a pit latrine and bathroom outside but many have no toilet facilities of their own. Several elderly persons lived in such houses.
Overcrowding is common and it is not unusual to find large numbers of family members living in small cramped quarters. There are several cases of severe overcrowding and lack of privacy and of families of eight, 10 and in one case 18 persons living in a small house without basic facilities.

“Some houses are so small that some family members have to sleep elsewhere at night”

“I need a house, there is not enough room for the children, there is not enough privacy”

“The children getting big, there is not enough privacy”.

“Everybody have to jam up in the same small house”

“Some children sleep on chairs, on the floor or in a galvanize shed outside”

In one community, Dieppe Bay, six young men who had been living in crowded houses moved out and are living together in shacks with no electricity or other amenities. For these young men obtaining proper housing is a problem.

At another level there was overcrowding that resulted from houses being built too close together. This was pointed out in Irish Town and attention was drawn to the existence of several old abandoned houses with little yard space. These houses are the haunts of drug users and pushers, breeding places for crime and for existence of slum areas in the town.

“It looks good in the front but people living in alleyways are less fortunate”

There was a general feeling that much had been done by the present government to improve housing, but that the need was still great.

“Fifty-two houses were built in Saddlers”

“Even though we get a lot from Labour, we still need plenty more”

The introduction and availability of low income “starter houses” have enabled many people who were living in deplorable conditions to acquire better houses. The starter houses though small are made of concrete, have indoor bathrooms and toilets and are a definite improvement to the housing stock in these communities. According to people in all of the communities, government initiative to build these houses is welcomed and several poor families and some elderly citizens have benefited. A few of the households interviewed had only recently moved into starter
houses. The sense of achievement, improved status, and feeling of importance that owning a house and having one’s own keys engender was evident and was expressed by several persons. It is well captured in the statements made by a woman in a skit during a function in one of the communities:

“Ah never had a key before, but now I have my own keys! Key to the front door, key to the bedroom, key to the back door!! Ah have keys!! Ah have keys!!”

At the same time, while there was a general consensus that the starter houses were a good thing, and that they have eased the pressure for housing, there were also several complaints and criticisms about them. For example someone referred to them as:

“Half a hogshead”

and commented on the fact that:

“The houses are too close. You are supposed to add on but there is very little room to add on”

“They are better than nothing, ……”

In all communities residents identified several barriers to availability and access to affordable housing. Among these were high rents, inability to acquire land, mortgages and loans. Many of the poor persons who were renting houses complained about the high cost of rent, ranging from EC$20.00 to EC$40.00 per week, sometimes for small one or two room houses in need of repair and without basic amenities.

“I would like one of the low cost houses, the money I now pay for rent I could pay on the house if I get it”

“Instead of government building houses for people they should provide a loan scheme and let people build what they want and pay them back. The housing scheme is a big rip off”

At the same time houses, loans and mortgages have become more widely available, and in some of the communities, a few individuals have been able to begin to build their own homes. However, according to some people the process of applying for a house and of getting loans and mortgages is slow and unfair. For example for some:
“Loans and mortgages are too high and salaries too small”

For others obtaining land is a problem.

“What I need is a piece of land to build a house. I live in a rented house and the rent is very high”

“I am a mason, I would like a piece of land, but I weary to apply, each time they tell me that my letter on file”

In Phillips, there is:

“Only ghaut and hillside available for people to build, so most people after they reach a stage where they can help themselves move out of the village and build their houses elsewhere”

Several people were also of the view that getting a home depends on political patronage.

“You have to sleep in a red shirt to get a house”

“I want to build my mansion, I want to build my dreams, we not suppose to be bawling to government officials for houses”

Several men also thought that they were being discriminated against and that:

“When it come to getting a house, we are not considered, only women get the houses”

In all of the communities there were also considerable number of large families with sometimes as many as 10, 15 and in two cases 18 and 20 family members, living in very small houses without basic amenities. Many families were of three generations, with a grandmother as head and with daughters and their children living with her.

“A lot of adults still living at home with their parent even though they have their own family”

The physical living conditions often determined and contributed to the quality of the family life.
3.1.16 Community Relations

In all communities there exist mechanisms through which people including the poor, help and support each other. These social networks allow community members to interact with each other as well as to exchange goods and services. They also operate as support groups that provide assistance in time of need and trouble. Among these are neighbour-to-neighbour networks.

In Irish Town it was said that:

“People in the community use love, try to understand your neighbour problem and help each other with problems”

In some other communities people stick together and:

“Some people still live good with their neighbours”

“People in the community help each other”

One person was of the view that:

“People who are poor tend to live together better”

However some people lamented the fact that close relationships among people in the community had deteriorated and did not exist as before.

“People used to look out for each other but not now”

Peer groups are also very prominent. In all communities, young and old men ‘lime’ at the village shops, rum shops and street corners. Young people congregate and move in groups and are often subjected to intense peer pressure to become involved, sometimes in illegal activities. This peer pressure has a serious and profound effect on their self-esteem, self-confidence and behaviour.

“Peer pressure makes people fight to stick with brand names even if they have to tie to get the money to buy it”

Community organisations are mechanisms through which community members are able to mobilise and organise themselves to make the best use of community resources in order to meet community needs and to collectively solve community problems. These NGOs usually organise activities and programmes designed to assist the poor and to promote the development of the
communities. In the communities studied there were church groups, women’s groups, youth groups and sports and cultural clubs, each at a different stage of development and vibrancy, and interest and participation in their programmes and activities vary widely.

Absence of community groups and organisation, poor participation in community groups and lack of interest in community activities is common in several of the communities. For example in Dieppe Bay, while there are a girls’ brigade, guides and youth fellowship these are not active and the young people do not attend the meetings.

“There aren’t any groups or organisations in this community”

“Groups don’t last long here”

In some communities like Phillips, there are no organised community groups and no organised programmes, or projects in which community members can participate. At one stage, the Mollineaux Women’s Group from the neighbouring community had organised literacy and other classes for young women in Phillips, but the group is no longer active. One church leader did say that the church had tried:

“Church-wise we try but people are not harkening so most of our programmes go unnoticed”

However, some people in Phillips did not only realise that there was a need for organised community activities, but that they needed to organise themselves into groups.

“We need clubs for the young people”

“In order for us to help ourselves, we have to get organise to discuss and decide what to do”

At the same time, they were aware that in order to do so they needed help from outside, they also pointed out that such help was not available. Consequently they felt forgotten, ignored and left out.

“We could help ourselves better if we get a little boost”

“Nobody come up here to help us”

“We don’t get any support, nobody come to encourage us and push us on, nobody study us at all”
“Nobody study us up here unless a major disaster, nobody come to find out how we live unless somebody dead”

“Nobody of prominence come to talk to us about life”

In Saddlers too, some young people felt that they also needed help in how to help themselves.

“What we need are ways to help us help ourselves”

Because of low participation in groups and lack of interest in community activities, community groups often have a short life span and often do not achieve much. For example in Old Road:

“There was once an Old Road Improvement Society but it no longer operates”

In some communities however, for example in Saddlers and St. Paul’s, several community groups are attempting to cater to the needs of different groups in the community. In Saddlers there are several groups including sports, church and women’s groups and an adult education group, and participation is high. The women’s group organised classes and women who participated were able to use the skills gained to earn an income and to improve the quality of life for their families.

One of the church groups, the Pentecostal Church of God, offers scholarships to children of poor families and some of the recipients are now enrolled in tertiary level institutions. In spite of this there were still some people who felt that more groups would help to eliminate poverty, and some of the young people pointed out that people needed help in how to help themselves.

“We need more community groups to help eliminate poverty”

St. Paul’s is a sporting community and the football club recently won the football championship. In addition to providing opportunities for young men in the community to become involved in sport however, the club has also assisted young boys with books and has recently set up a scholarship fund to sponsor the student in the community with the best CXC results to attend the Community College. In St. Paul’s there is also an Environmental Awareness Organisation that organises clean up campaigns in the community.

In Conaree, the church has organised a youth group to educate young people and to keep them from gangs, but several persons identified the need for more youth groups and community organisations.
As in several of the other communities surveyed, some of these groups have had a checkered existence. It is noticeable that where community groups and organisations do exist, male participation is very low, except maybe in some sports clubs, and that it is mostly women, and children who participate in the activities organised by community groups. At the same time in none of the communities, are there any groups or organisations that are involved in, or that have developed programmes or projects designed specifically to promote and facilitate the overall development of the selected communities.

One reason for this could be the absence of a dynamic Community Affairs/Development Department staffed with well trained Community Development Officers who have the knowledge and skills needed to develop community programmes and projects that will facilitate the development of individual community members and equip them with problem solving skills, and that will promote and facilitate community self reliance. A vibrant Community Development Department is vital for enabling poor communities and their residents to begin to break the cycle of poverty and to develop, but as residents in Saddlers and Phillips pointed out:

“There are no community officers working in the community”

“There is no organisation that does anything to alleviate poverty”

And residents in Phillips emphasised there is a crying need for programmes and projects to develop the village.

“We are people too, we want our village to develop like other villages”

However the approaches used must not reinforce dependency but promote and facilitate self-reliance.

“Handouts is not the best way to approach this (to alleviate/eliminate poverty), finding ways to encourage people to help themselves would be one of the solutions”

These are some of the major challenges facing the Community Affairs Department in St. Kitts and in Nevis.

In poor communities, harsh living conditions, lack of money and other resources to meet basic needs, deprivation, anxiety, frustration and the need to survive “however you can” often contribute to and result in a wide variety of social problems. Among the social problems identified in this study were youth gangs, crime, alcoholism, drugs and prostitution.
In several of the communities, there are significant numbers of young men who are unemployed and who gather in groups and loiter on the street corners. Gangs and gansterism are therefore matters of concern for some residents. Some people were of the view that the youth join gangs because of lack of parental guidance and lack of job opportunities and unemployment. There is also the belief that the existence of gangs has contributed to an increase of violence and crime in communities.

Although some young people in Conaree thought that the young men were just liming, some of the young men there feared being beaten up by gangs in town and some elderly people there in other villages as well, were afraid of young men who were in gangs, and were thieves and drug pushers.

While in some communities for example in Old Road and Phillips, crime was not seen as a problem and the sense of security was high, in others, residents expressed concern about the increase and level of crime and illegal activities in their communities. For example in Saddlers it was said that the level of crime is rising and in St. Paul’s it was said that stealing has increased and that some of the young men prefer to steal their way through life.

“A lot of stealing goes on, if you sleep too hard at nights they will tief you”

“People have lost plastic chairs, brand name clothes and electronic equipment”

“Young people tief a lot”

“Young boys only want to break people’s house”

In Conaree and Irish Town, crime is reportedly also on the rise. There are more fights and more use of guns and shootings that may be drug related. However, residents in both of these communities were of the view that because of crime their communities have a bad name but that outsiders and outside influences are partly responsible for this.

“People do negative things in the area but they are not necessarily from Irish Town”

It is interesting to note that in Dieppe Bay while some people were concerned about the rise in crime, the amount of stealing and the use of obscene language, some others were of the view that crime was:

“Not much of a problem”
because there were only:

“Occasional thefts and a rape and molestation here and there”

In this community there were also several people who are of the view that a group of young men who have left home and are living in a shack:

“Steal a lot and do drugs”

From the information collected it seems that it is mostly young men who are involved in crime.

“The young boys bad so till”

The use of hard drugs does not appear to be widespread but in several communities people were concerned about the increase in the use of marijuana.

“Marijuana is high but the other hard drugs are not as high”

A drug trade is developing in St. Paul’s.

“Many young men are openly using ganja and they seem not to be afraid of the police”

As has already been stated, in one of the communities while the drug trade is accepted as an important economic activity, residents were still concerned about its negative effects on the health and behaviour of drug users. At the same time consumption of alcohol was high in several communities and alcoholism is a serious problem mostly among men of all ages. In all communities there are rum shops that serve as popular meeting places and loitering spots for many community members and consumption of alcohol is high. It was generally agreed upon that men rather than women are alcoholics and that several elderly men drink a lot because of loneliness.

“Most of the men in St. Paul’s are alcoholics”

“I drink hard all week and sometimes at weekend I can’t even get up”

However, in Irish Town it was reported that both males and females patronise the rum shops and that at all hours there are people in and around the rum shops.
“Males as well as females frequent the rum shops”

Some people in the community were therefore of the opinion that there were too many rums shops for such a small community and that people consumed too much alcohol.

In Irish Town too, prostitution was also seen as a problem and it was reported that:

“Women from Santo Domingo have moved into the community and there is organised prostitution through this group”

3.1.17 The Effect of Migration on the Quality of Life

Migration has played an important role in several of the selected communities and has both positive and negative impacts on the communities under study. While in some cases outward migration has contributed to improvement of families and of communities, in others the effect has been negative.

“Migration can have positive and negative results. It can result in employment and at the same time a decline in the workforce”

For example, in Saddlers several villagers who migrated to the US Virgin Islands and to mainland USA have become naturalised citizens and have sent for their families. Although this would have been good for the particular family, it robbed the community as:

“Whole families were missing from the village”

Internal migration appears to be common and it seems that like migration to other countries, people move from one community to another in the hope of improving their position. For example among the population in Dieppe Bay, one of the improved communities, there are several people who moved there from other communities. Several families have also moved from Phillips to Mollineaux where facilities and services are better and more accessible.

While this movement would have been seen as positive by those families, it has had a negative effect on the Phillips community. With the creation of Mollineaux, some facilities, for example school, and playing areas, have been removed from Phillips. In addition, several of the more educated people have also left the community and many of the remaining residents are of a low educational status.
In Irish Town, there was a feeling that the presence of immigrant women from Santo Domingo was contributing to the increase of prostitution and giving the community a bad name.

### 3.1.18 Political Dimension

In St. Kitts:

> “People take their politics very seriously”

This was clearly demonstrated when the last election was called at the same time that the CSA was being conducted and several of the research activities had to be postponed.

In several of the communities people commented on the importance and influence of politics on their lives and on their communities. For example, a group of young men in St. Paul’s who were dissatisfied with how they had been treated under a previous regime said:

> “We knocked about under PAM and we should not be knocked about under Labour” (the present government)

Moreover they vowed that:

> “If St. Paul’s is not looked after by the Labour Government, we will finish with politics”

Political patronage appeared to be a fact of life in some communities and it was felt that while active participation in party politics worked for some people it had worked against others. For example in Dieppe Bay it was said that some of those who were politically active and supported the present government had been able to get houses and to improve their living conditions.

> “Those who made themselves more politically visible were able to secure low income houses”

In Dieppe Bay too while it was said that:

> “Labour (the Labour Party) shirts are part of people’s everyday clothing”

Some people were of the view that:

> “The change in government, especially the work experience scheme, has had a positive impact on the community”
and others felt that:

“Although Dieppe Bay is one of the strong holds of the present administration, nothing much has been done to uplift the youth”

At the same time, people in Old Road and Saddlers were aware that politics can divide a community and that people could be discriminated against or victimized because of their political views and affiliation.

“This community is divided politically”

“Lack of employment and educational opportunities because of political views”

On the other hand, while some individuals in Irish Town pointed out that their representative had been responsible for providing jobs and better housing for community residents, some in Phillips and in Old Road pointed out that except during election campaigns they were neglected by politicians.

“Nobody come down here to see how I living, only when politics (election time) they come to get me vote”

“Elderly are used on Election Day and then forgotten”

Some people also felt that

“Politicians are liars”

3.2 CONCLUSION

The SLC generated quantitative data and concrete evidence of the existence, type, level and degree of poverty existing in the country. The CSA provided evidence from selected communities, and allowed the poor to reflect on and articulate their experience of poverty and its effect on them and on their communities. In addition the CSA generated information about and insights into the many dimensions of poverty because they provided opportunities for members of the Research Team to hear and listen to the voices of the poor and to see “the many faces of poverty.”

While economic growth in St. Kitts has been considerable, there is poverty reflected in housing conditions, limited education and training among the lower socio-economic groups. Females
were more acutely affected by poverty than males. Moreover, inequality as derived from the Gini coefficient, which while not extreme by the standards of developing countries, is still high at 0.3967.

### 3.2.1 Effects and Impact of Poverty

Poverty has had serious adverse effects on individuals, on families and on entire communities.

#### 3.2.1.1 Effects on Individuals and Groups of Individuals

Data from Interviews with Community Leaders, from Focus Group Discussions and the words of individuals who live in poverty clearly reveal the physical, psychological and emotional effects of poverty and highlight the many ways in which individuals have been and are being affected by poverty.

It is the general feeling that children, women, and the elderly are most seriously affected by poverty. Women because many are unemployed single parents with the sole responsibility of meeting needs of their families, children because they have to depend on their parents/mothers and are unable to fend for themselves and the elderly because often their only income is a small pension. They are not being supported or cared for by their relatives and have few facilities, institutions or organisations that provide services and/or care.

In most of the communities, children were seen to be the most vulnerable group and the one that is most severely affected by poverty because their physical, emotional, health and educational development is being stunted. Informants pointed out that two of the main reasons for this were that their parents are poor and don’t have the money to provide for their needs and the resulting high levels of anxiety, stress and frustration they suffer because of their condition of poverty. In all communities too women were seen, after children, as the next group that was most seriously affected by poverty.

Poor men, women, young people and old people who participated in the Focus Group Discussions discussed their experience of being poor and how this is affecting them. They all feel useless, worthless, inferior and inadequate, in a word less than human. Poverty has robbed them of their humanity and has prevented them from developing a positive self-concept and self-esteem.
Any confidence that they had has been eroded by the hardships that they face in their daily struggle to survive and by their unsuccessful attempts to meet their needs and commitments. Poverty has also limited them in their dreams and aspirations and crushed their hopes. This along with lack of job opportunities, their low level of education and lack of skills has caused them to lose faith in themselves and in their ability to change or improve their situation.

They have become down spirited, frustrated, disillusioned, depressed, worried and stressed out. Some have been and are trying to do things to help themselves but their self-employment initiatives have not produced much and they do not know where to turn. Others are so fed up that they lapse into a state of helplessness and hopelessness, have stopped trying and just survive how and as they can. Several are malnourished and in poor health.

### 3.2.1.2 Effects on Families

Poverty has affected the relationships among many households in the poorer communities and the quality of family life. Gender relations in the home are strained. Jealousy, frustration and anger lead to family disputes and conflicts, as scarce resources have to be shared. At the same time, while parents, mostly mothers, do care for and are concerned about their children, the knowledge that they are unable to provide them with the basic necessities of food, shelter and clothing leave them frustrated and angry.

These negative feelings are often translated and transferred in a violent manner to their children so that parent/child relations are also characterised by violence. Homes and families are neglected and there has been a breakdown in morals and values in the families. Incest has emerged, as a problem in the discussions in the communities; stealing, and drug-abuse, and dealing have become the norm in some families in some communities.

### 3.2.1.3 Effects on the Communities

Poverty has had adverse effects on all of the communities and its effects are evident in the physical appearance of some communities and in the number of abandoned, dilapidated houses in others. In some villages, there was evidence of an unhealthy environment, with piles of garbage, poor sanitation, inadequate facilities, neglect and lack of maintenance or upkeep all contributing to health hazards. In addition to these obvious physical indicators of poverty, communities suffer other serious consequences of poverty.

In some communities there is poor communication among community members, lack of unity, cooperation, togetherness and community spirit. In others, poverty has had a negative effect on community self-help initiatives because individuals are concerned about their own survival and
about that of their family. In several cases people lamented the loss of “community mindedness”.

Although it was recognised that people had to leave their communities in search of jobs and of opportunities to better their condition, migration and the resultant depletion and loss of human resources were seen as contributing to the underdeveloped state of many communities. People in all of the communities were of the view that poverty has limited community development and prevented progress.

3.2.2 TACKLING POVERTY

Although people in the selected communities have been hit hard by poverty and although many appear to have accepted their condition and have lost hope, they are surviving. Their survival is supported by their own initiatives, by community initiatives and by the intervention of government agencies and NGOs.

3.2.2.1 Individual Coping Strategies

Poor individuals faced with the challenge of meeting their basic needs and of providing for their families are forced to devise strategies for coping. Their coping and survival strategies include legal as well as illegal activities. Many people try to be thrifty, to carefully manage the few and scarce resources they have and to engage in income generating activities.

“The little I have, I spend wisely”

“I try to do little things to help myself and to get a few cents”

“I does plant a little thing but when it bear people tiefing it and animal eating it”

“They try to manage on what they have”

“People learn to make do”

While some individuals resort to begging, others depend on such things as jumble sales, credit and lay-a-way plans, some on handouts and gifts from various charitable organisations, but several individuals also work at two and three jobs in order to survive. The elderly depend on social welfare and social security. In some communities, for example in Brown Hill and Saddlers, migration of some family members has been an important strategy for coping with poverty and for improving living conditions.
“Some depend on family members at home and abroad”

In Conaree several people survive by collecting things from the dump.

“People scavage things from the dump, they collect discarded food”

### 3.2.2.2 Community Initiatives to Tackle Poverty

Discussions and interaction with people in the selected communities revealed community and collective initiatives intended to tackle and alleviate poverty. In many of the communities people supported and helped each other in a variety of ways and there was evidence of sharing and exchange of goods and services.

“Family members help each other”

“The poor helping the poor”

“A group of us get together sometimes and cook up a big pot of food and share to all who come around”

“People in the community try to help out each other”

“People share ground provisions or whatever little they have”

In a few of the communities, church groups, the Red Cross, sports clubs and a few women’s groups also organise activities to assist poor individuals and families.

### 3.2.2.3 Interventions and Initiatives by Government Agencies and by NGOS

In addition to the initiatives of individuals and groups within the community, external agencies, organisations and groups are also attempting to alleviate poverty and to improve the quality of life in poor communities.

Several government agencies and institutions as part of their mandate have responsibility for providing goods and services and for working with community members to improve community life and living. Among these are Ministries of Health, Department of Community Affairs, the Welfare Department, on both islands. Poor individuals and families have benefited from programmes and services of these agencies. For example several women reported that if it were not for the School Meals Programme their children would not be able to go to school. At the
same time, the only income for some elderly people is the small pension that they receive from the government.

On the other hand, while several people have obtained help with house repairs and replacement through NEMA (The National Emergency Management Fund), some people, including several men and elderly persons, have been unsuccessful in their attempts or have been waiting for extended periods for assistance with housing repairs or in obtaining a house.

Poor people in the selected communities recognise the benefits that they have derived from the housing projects implemented by government, especially after the recent hurricanes and from the provision of facilities like water and electricity. However, some of them pointed out that they are often unable to avail themselves of these amenities because they cost too much and they are too poor to pay for them.

However, most poor people have no choice but to use the “free” services provided by the Ministry of Health, and while many of them feel that the service is pretty good there are others who are not too satisfied with the quality of the service provided in some of the health clinics. Some elderly people and mothers with young children, for example in Phillips and Conaree also complained about the distance they had to travel to get to the health centre both because of poor transportation and also because of the lack of money to pay bus fare.

Like their government counterparts, the work and programmes of NGOs are intended and designed to alleviate poverty and to improve living conditions and the quality of life in communities. However, from the information collected, although there are a few small CBOs working in some communities, it appears that there are not many national NGOs actively involved in working in communities on an on-going basis. At the same time, the few national NGOs that do exist seem to be more involved engaged in social welfare type activities than in developmental programmes or projects.

Because neither government agencies nor NGOs have systematically monitored or evaluated their work in the selected communities, it is difficult to measure or assess the effects or impact of their work on individuals, families or on the entire community, or to assess the extent to which their interventions have alleviated poverty or improved the quality of life in these communities. However, people in these communities can point to some specific and concrete benefits that they and their communities have received as a result of the interventions.

The two benefits mentioned most often were a rise in the level of education because of the increase in the number of educational opportunities, and the significant increase and improvement in the number, type and quality of housing. Other benefits include the school
meals programmes and free health care in the health clinics and free health and dental services for school children. Mention was also made of the fact that mothers have benefited from the establishment of pre-schools and daycare centres established by government and by churches and other organisations.

It is important to note however, that the effect and impact of initiatives and interventions will be limited if, as was the case in some communities, people are unaware or ignorant of the services that various organisations offer. Government as well as NGOs must therefore make a greater effort to inform community members about their services and programmes and about the benefits that can be derived from using the services and from participating in the programmes. However care must be taken to use creative techniques to reach people at the lowest rung of the social ladder, and to use simple language that can be easily understood by all.

3.2.2.4 Suggestions and Recommendations for Alleviating Poverty

People in all of the communities had very specific ideas of what should and could be done to improve the conditions under which they were living and to alleviate poverty in their communities. Some might appear to be far-fetched, difficult and even impossible to put into practice, but all are worthy of serious consideration. Some will have to be undertaken by Government, some by NGOS and others by CBOs. They are not presented here in any particular order.

- Implement skills training programmes especially for women and young people.
- Integrated adult and continuing education programmes for holistic development to include literacy, personal development, and parenting education in evening classes.
- Creation of more and better job opportunities.
- Get resource persons to come to the communities for lectures/talks on issues related to the upliftment of the communities.
- Increase pensions.
- Provide more jobs for young people.
- Revamp the agricultural industry.
- Provide transportation for children and the elderly (Conaree, Fig Tree and Phillips).
- Provide counseling for parents and young people.
- Organise/ revive community groups.
• Revive and strengthen the Department of Community Affairs and implement a comprehensive training programme to equip Community Affairs Officers with skills in community development.

• Stress the importance of planning families and of good parenting.

• Need for serious laws to ensure that men support their children.

• Provide daycare centres in communities in which there are none.

• Improve the health service both at hospitals and in health clinics.

• Increase the number and quality of services available to the elderly and build day care centres for them.

4.0 ORGANISATIONAL STRUCTURES AND INSTITUTIONAL FRAMEWORK AND EFFECTIVENESS IN REDUCING POVERTY AND MARGINALISATION

4.1 ORIENTATION OF ORGANISATIONS

There has been a substantial transformation of the declining plantation economy that was St. Kitts and Nevis on the attainment of Independence. However, there do exist pockets of poverty and difficult economic and social circumstances at the level of the individual, the household and of the community at the end of the 20th century. This has been established in Section 3.0. The SLC quantified poverty characteristics while the CSA complemented these results with the perceptions and feelings of groups within communities.

In this Section, we review some of the organisational structures and institutions and attempt to establish the focus of their activity. The analysis is based on open-ended interviews that were conducted with representatives of 37 organisations. The analysis is delimited by resources to the study of formal organisations, although it is recognised that there are informal structures that are no less effective in their impact on society. Summaries of the interviews conducted on formal organisations can be found in Appendix II. The organisations were selected on the basis of discussions and agreement between the NAT and the TOC.

The existing secondary organisations can be divided or categorised according to the focus of the main interventions that they make on society or on its constituent parts. Interventions may be defined as:

• Preventive, in that it protects the individual or the household against particular problems;
• Remedial, in that it helps to correct for problems after they have occurred;
• Supportive, in that it sustains the individual or the household that has fallen victim to a problem or difficulty; and
• Developmental, in that it helps the individual develop new capacities that allow for an upgrading in skills, knowledge or potential for self-sustaining growth.

Not unexpectedly, there is overlap, and few organisations are single purpose or are the sole organisation in their area of focus and orientation.

Rapid economic and social change usually produces serious dislocation in the circumstances of communities, groups and households. The sugar industry experienced considerable decline in St. Kitts in the 1970s. It had disappeared in Nevis, which was left with small holder agriculture in cotton and when that collapsed, in domestic agriculture. As the country offered few opportunities for its citizens, many voted with their feet as their relatives had done as far back as the 19th century, and as they have done in the 20th century, establishing roots in places as varied as the Dominican Republic, the Virgin Islands and the North Atlantic.

4.2 DOMINANCE OF STATE ORGANISATIONS

There are a number of state organisations that span the range of categories. They have contributed either proactively or reactively to the muting the effects of the fall-out of industrial reorganisation in St. Kitts and Nevis. Given a structure of governance formalised as a federation of St. Kitts and Nevis, the institutions are examined specifically by island, even though there are cases where the modus operandi requires integration of the effort in respect of both islands.

As the seat of the federal government, it was in St. Kitts that a number of state organisations got established and elaborated to suit the requirements of a newly independent state. The fact of a plantation economy meant that the degrees of freedom available for the establishment of community structures in earlier years were constrained by the dictates of the plantation system. There are thus just a few NGOs, and these owe their existence to religious organisations, and to labour and political organisation in the country.

Religion and politics are just under the surface of voluntary formal structures that function in the country, even where there is no formal connection to either. Indeed, the religious community was instrumental in resolving one of the worst political crises that the country has experienced since its independence. There do exist, however, a few formal structures that derive from the international NGO movement and which have their replica in St. Kitts.
The rapid growth in the economy and social change have resulted in imbalances in institutional capacities. The state agencies have not been able to respond as quickly as is necessary to new requirements.

Nor has social organisation at the community level been able to cope with new situations in communities facing change. There have been shifts in populations with internal migration and the establishment or expansion of communities like Conaree around the industrial estate. There has also been immigration as nationals of the Dominican Republic, and Guyana have entered in search of employment in a growing economy.

The gaps in the institutional can be identified against the context of the needs of individuals in their respective age cohorts or in respect of whole communities, in the four categories listed above. The respective services do not reach all in an equitable way, sometimes by reason of politics and religion in the society.

Figure 1.1 in Section 1 illustrates the role that is performed by institutional structures by their providing resource flows or inputs to individuals, households and groups of households or communities. On the one hand, the public sector agencies, private firms (including micro-enterprises and self-employed persons as economic entities) and other places of work provide pecuniary and, in a few cases, non-pecuniary income.

Some of the resource inflows into households are in the form of pecuniary transfers: old age pensions, and social assistance are the more obvious. There are credit facilities available for student loans and for small businesses and for housing, which impact on the life chances of individuals and households. However, there are other resource flows, some of which may be intangible, but are no less real in their impact.

However, there is a dearth of NGOs providing empowerment to communities and groups to assist them to pull themselves out of poverty or to embark on development initiatives that improve the quality of life to individuals, households and communities. The organisations listed mediate the flow of resources thereby impacting on the quality of life of communities, households and individuals. The results of their work are reflected in the findings established in Section 3 or as perceived by the beneficiaries or victims, as the case may be.

Table 4.1 provides in tabular form, information on the primary orientation of some of the organisations that were visited as part of the institutional analysis conducted for this study. The institutions are scored on a scale of 1-5 with the highest score being 5, and 1, the lowest, as a rating of their contribution to the particular function. Since few organisations are single purpose in their approaches, attempts to categorise them introduce judgmental considerations of the analysts, and must be treated with caution.
Table 4.1: Main Focus of Institutions in St. Kitts

<table>
<thead>
<tr>
<th>Institution</th>
<th>Development</th>
<th>Preventive</th>
<th>Remedial</th>
<th>Supportive</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Dept of Lands and Housing</td>
<td>3</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. Ministry of Health</td>
<td></td>
<td>3</td>
<td>4</td>
<td></td>
</tr>
<tr>
<td>3. Department of Physical Planning</td>
<td>3</td>
<td>3</td>
<td></td>
<td></td>
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<tr>
<td>4. St. Kitts Credit Union</td>
<td>4</td>
<td></td>
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<tr>
<td>5. St. Kitts -Nevis Trades &amp; Labour Union</td>
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<tr>
<td>6. Department of Labour</td>
<td>3</td>
<td>3</td>
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<tr>
<td>7. Social Security</td>
<td>4</td>
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<td>4</td>
<td></td>
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<tr>
<td>8. Foundation for National Development</td>
<td>4</td>
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<td></td>
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<tr>
<td>9. Development Bank</td>
<td>3</td>
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<tr>
<td>10. Sugar Manufacturers’ Association</td>
<td>3</td>
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<tr>
<td>11. CARDI</td>
<td>3</td>
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<tr>
<td>12. Youth Skills and Training Programme</td>
<td>4</td>
<td></td>
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<tr>
<td>13. Salvation Army</td>
<td></td>
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<td>4</td>
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<tr>
<td>14. Ministry of Tourism</td>
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<tr>
<td>15. Ministry of Education</td>
<td>3</td>
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<tr>
<td>16. Ministry of Agriculture and Fisheries</td>
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<tr>
<td>17. Chamber of Commerce</td>
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<tr>
<td>19. AVEC</td>
<td>3</td>
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<tr>
<td>20. Early Childhood Development Unit</td>
<td>4</td>
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<td>5</td>
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<tr>
<td>21. Outreach/Drugs National Council</td>
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<td>3</td>
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<tr>
<td>22. Red Cross</td>
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<td>3</td>
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<tr>
<td>23. Ministry of Finance, Budget Division</td>
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<tr>
<td>24. NEMA</td>
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<tr>
<td>25. Anglican Youth Association</td>
<td>3</td>
<td></td>
<td>3</td>
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<tr>
<td>26. St. Kitts/Nevis Council of Churches</td>
<td>3</td>
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<td>4</td>
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<tr>
<td>27. Pathfinders</td>
<td>4</td>
<td>3</td>
<td>4</td>
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</tr>
<tr>
<td>28. Youth and Community Development, Welfare Assistance, Childcare and Probation</td>
<td>3</td>
<td>4</td>
<td>3</td>
<td></td>
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<tr>
<td>29. Small Enterprise and Development Unit</td>
<td>3</td>
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<tr>
<td>30. Police Department</td>
<td>3</td>
<td>3</td>
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<tr>
<td>31. JAYCEES</td>
<td>4</td>
<td>5</td>
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<tr>
<td>32. Cardin Home</td>
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<td>4</td>
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<tr>
<td>33. Evangelical Association</td>
<td></td>
<td></td>
<td></td>
<td>3</td>
</tr>
<tr>
<td>34. Department of Environment</td>
<td>4</td>
<td>3</td>
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<tr>
<td>35. St. Vincent de Paul</td>
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<td>3</td>
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<tr>
<td>36. Electricity</td>
<td>4</td>
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<tr>
<td>37. Water Department</td>
<td>4</td>
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<td></td>
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<tr>
<td>38. Business Licensing Division</td>
<td>3</td>
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</tbody>
</table>

Table 4.1 seems to suggest that there is a greater developmental thrust among the organisations
than in respect of the other functions. However, the performance of most is just ordinary. Nine of the 27 organisations (one third) could be deemed be very effective in the developmental mode, but none was deemed to be outstanding in that regard.

In respect of the preventive function, there were eight organisations, of which two were very effective, and one, the Jaycees was outstanding: the latter has made a significant contribution in respect of awareness of the HIV/AIDS problem in the country. It has also been instrumental in such other areas as road safety and more recently in stimulating interest among young people in business development. All this has been accomplished with very slender resources.

There are few organisations operating in a remedial mode and only one can be deemed effective. Given the spread of the use of drugs in the country and the emergence of gang violence, including in the school system, the interest of the society will be better served by the presence of a few more effective organisations or by the strengthening of those that now exist. In the supportive mode, there is one example of very outstanding performance on the part of the Early Childhood Development Unit. Indeed, it has extended itself somewhat by engaging in developmental work by encouraging parents in the better use of their time.

4.3 EFFECTIVENESS IN POVERTY REDUCTION

The rest of this section examines the information generated from the institutional analysis in assessing the effectiveness of key agencies engaged in specific functional areas and in the degree to which they address the causes of poverty. The areas selected include macro-policy formulation and economic management, employment and labour market operations, infrastructural development, primary health care, community development, care for the vulnerable, access to credit, and human resource development.

4.3.1 MACRO-POLICY FORMULATION AND ECONOMIC MANAGEMENT

4.3.1.1 Assumptions and Background

The Government of St. Kitts/Nevis is expected, within a parliamentary democracy, and a federal structure, to:

- stimulate, transform and diversify the economy;
- ensure that the proceeds of growth and development are equitably distributed throughout St. Kitts and that allocations are made in such a way as to share equitably with Nevis the proceeds of the fiscal outturn;
- create surpluses for economic and social infrastructural investment;
- facilitate a policy environment conducive to private, domestic and foreign investment;
- ensure an adequate safety-net for the vulnerable; and
• maintain a peaceable industrial relations climate conducive to the fullest participation of the citizenry in the realisation of their potential.

The growth of the economy of St. Kitts, in recent years, has been due mainly to the entry of foreign capital in Light Manufacturing and Tourism Sectors. On the attainment of Independence, the Government had already identified Light Manufacturing as the key sector in its industrial policy and diversification programme. Foreign investors were targeted with fiscal and other incentives. At the Paul Southwell Industrial Estate, there now exists an industrial base that has emerged as a direct result of these initiatives. There has emerged a Tourism Sector, and it is poised for growth with the expansion of the plant in the Frigate Bay area.

4.3.1.2 Summary Findings

<table>
<thead>
<tr>
<th>Issue</th>
<th>Agency</th>
<th>Mechanisms</th>
<th>Results/Situational Analyses/Effects</th>
</tr>
</thead>
</table>
| Macro- Economic Management    | Central Government, through the Ministry of Finance and Planning | Provision of stable policy environment to promote private sector growth in key sectors. | • Reasonable macro-economic stability has been maintained.  
• Reasonable control of recurrent expenditure and in growth in size of public service.  
• Some attempt at linkage between tourism and other sectors, with organised initiatives -- art and craft and tour guiding.  
• Limited linkage of agriculture to growing tourism sector.  
• Limited provision by the State for SMEs and in creating opportunity for deepening participation of Kittitians in expansion of the economy.  
• Good collaboration between Government and Private Sector. |
| Macro- Economic Management    | Central Government, through the Ministry of Finance and Planning | Maintenance of balance between Government Revenue and Government Expenditure. | • Government revenue likely to be inadequate in face of need for significant expenditure restraint.  
• Rejection of personal income tax limits tax base to corporation tax and to indirect measures.  
• Commitment of the Government to the application of the Common External Tariff of CARICOM. |
|                               |                                                 | Generation of resources to develop infrastructure and expand productive base. | • Some interest in public-private partnership for infrastructure development.  
• Some investment undertaken in training and human resource development.  
• Consistent attempt made at macro-economic planning through the Medium Term Economic Framework. |
|                               |                                                 | Development and maintenance of tax structure to ensure equity without undermining efficiency of tax collection. | • Government Revenue heavily dependent on indirect taxes.  
• Tax structure likely to have inherent inequity.  
• Lack of articulation of policies of Federal Government in respect of the relative infrastructural needs of St. Kitts and Nevis, and the borrowing requirements deriving therefrom. |
| Promotion of Development & Transformation | Central Government | Facilitation of key sectors. | • Expansion of Tourism Sector.  
• Light manufacturing under threat from cheaper locations.  
• New thrust to create presence in the international informatics sector. |
4.3.1.3 Fiscal and Development Administration

The Government of St. Kitts has to mobilise revenues to finance recurrent and capital expenditure. The administration in St. Kitts has to provide resources for St. Kitts, and to arrange revenue sharing mechanisms to maintain an equilibrium with the administration in Nevis. The CDB and other development institutions contribute by way of loans for infrastructure development.

There seems to be emerging a national consensus against the application of personal income taxes. The party in power made it an element of its manifesto in the last elections. There is also a substantial generalised subsidy in the provision of electricity and water: the existing tariff structures do not result in full cost recovery. Meanwhile, the costs of infrastructure development have increased with the growing incidence of hurricanes and the threat of sea rise. Thus, there will be increased reliance on indirect taxes, which have, \textit{prima facie}, an inherent inequity in their impact among citizens.

At the same time, commitment to the Common External Tariff (CET) of CARICOM reduces the latitude of the Government in sourcing indirect taxes, most of which derives from duties levied at the port of entry of goods into the country. It is a moot point whether the Government can continue the policy of improvement of the economic and social infrastructure in the context of the existing fiscal regime, imminent fiscal deficits and rising debt.

The Government has made some investment in human resource development as a complement to the other planned initiatives being undertaken in respect of the physical infrastructure, and the encouragement of foreign investment. Many nationals are sent on training and further education through a vigorous scholarship programme.

It is still too early to judge how well the country is faring on the transition to higher-level niches in its export-manufacturing sector and away from competition based on cheap labour. There is an official recognition of the need to adjust to new realities. In the ‘race to the bottom’ in export processing industries internationally, St. Kitts is uncompetitive with locations like the Dominican Republic. The efforts at the deepening of education and training in the workforce afford entry into niches where skills rather than the availability of cheap labour accord an advantage.

4.3.1.4 Sectoral Initiatives

4.3.1.4.1 Tourism and Related Services

Tourism and related services have been an important growth pole of the economy over the last fifteen years. Transportation - including car rental operations - craft production, construction, distribution and commerce have also benefited. The participation of Kittitians has been mainly
through employment opportunities in hotel establishments, but there are areas for self-employment and own account employment in the industry. The Ministry of Tourism has been sensitive to these opportunities and has fostered courses in such areas as tour guiding for taxi drivers with some success.

A deeper involvement of Kittitians in the Tourism Sector remains a function partly of credit facilities. Guesthouse operations have been promoted by the Ministry at the formal level, but the existing lending institutions seem inadequate to the task of ensuring a greater involvement of Kittitians in the industry as entrepreneurs.

4.3.1.4.2 Light Manufacturing

After a period of relatively fast growth, the sector has had an indifferent performance in recent times. This has been due to the emergence of other competing locations where wages are much lower than in St. Kitts. Meanwhile, the Government finds itself torn between the requirements of guaranteeing a living wage, by the adjustment of minimum wages, and of ensuring that St. Kitts retains some degree of advantage in respect of labour intensive manufacturing industry.

4.3.1.4.3 Information Technology

The Government has embarked on creating a presence in the informatics sector. There is already internet gaming and some amount of data processing linked to external demand. A major hurdle is the high cost of telecommunications services in the country. It is also a moot point whether there is the critical mass in terms of skills and knowledge in the workforce to make St. Kitts an attractive location for the more rewarding areas of participation in the industry.

4.3.1.4.4 Agriculture

The Ministry of Agriculture is still mainly at the stage of ideas and plans. Its Crop Programme has as its objective, a significant increase in output. However, so far, the limited expansion in commodities has not been accompanied by an improvement in the life of farmers. There are problems of infrastructure – water and irrigation problems in particular. Most agriculture in St. Kitts is rain-fed, but the crops around which diversification is to be undertaken require an irrigation infrastructure. There are also the problems posed by the lack of marketing arrangements and the absence of an organisation representing farmers.

On the positive side, there is now in place a land distribution programme, and fruit and tree crop agriculture is being encouraged with mangoes, avocados and citrus as the main crops promoted. Also, some minor exotics are encouraged. When irrigation would have been installed and plots allocated in the Wingfield area, there may well be an expansion in vegetable production adequate
to meet the needs of the country and even for export markets. It is expected that a number of the farmers will be younger farmers.

4.3.1.5 Implications for Policy

The Government has pursued tight fiscal management, conscious of the fact that the costs of basic services and infrastructure development are inevitably high for a small country. The advent of sea rise and the greater incidence of violent storms and hurricanes have underlined the need for a stricter observance of the codes in respect of such areas as infrastructural development, and public buildings and housing construction. The country has experienced the tragedy of having important infrastructure like berthing facilities for cruise ships, destroyed immediately as they have been constructed.

Thus, infrastructure development now requires considerable resources that have to be accessed by way of loans or by fiscal measures. The abjuring of income taxes puts pressure on the Government to secure resources from corporation taxes and indirect taxes, which will be constrained in future by the general reduction internationally of tariffs, and by the commitment of the country to the Common External Tariff within CARICOM. The general tendency is to reduce taxes on corporations, consistent with the need for competition with other investment locations.

The outturn from a potentially declining tax base does not augur well for a country, where the quality of the infrastructure is a major factor in its ability to attract industry and to provide employment and incomes to its workforce. The Government will have to examine very critically the long-term fiscal arrangements, having regard to the need to expand and upgrade the infrastructure, which for a small economy is an important component of the requirements for international competition. Some very hard choices will need to be made in respect of raising revenue.

A cooperative spirit in the more dominant arm of trade union movement has been a considerable advantage to the country in moderating wages and ensuring that labour costs do not spiral to levels that erode the competitiveness of St. Kitts in export production. On the other hand, the country has no control over the relative reduction in wage costs in competing locations where the policy is to ‘race to the bottom’ by cutting wage costs.

The human resource model is another critical factor in competitiveness. Small countries have to achieve flexibility by the measures they adopt in the upgrading of their people. Having inherited a largely unskilled workforce from a declining sugar industry, the country has made considerable advance in the expansion of education and training. However, there is still the drag that derives from a workforce that missed out on the expansion of educational and training opportunities and
are going to be in the workforce for some considerable period yet. This will need to be addressed as it undergirds all efforts at transformation and diversification.

There has been considerable diversification that has been achieved since Independence. However, there have been missed opportunities in agriculture. The burgeoning tourism sector has expanded the demand for some products that could be sourced from domestic agriculture if the will and the infrastructure are directed at the possibilities. Agricultural diversification does not seem to have received a high priority even though there have been encouraging signs on what could be achieved with focused approaches, as has been identified in the work of CARDI.

In the final analysis, there is need for firm and coherent policy but most importantly action, to achieve a genuine agricultural diversification. Land distribution, agricultural credit, extension services, and marketing infrastructure will be major components. The population has to be motivated to engage in home gardening, given that this will contribute considerably improved diets among poorer households. There is the added benefit that St. Kitts may be able to increase its self sufficiency in fresh vegetables and some fruit which seem to be an area of dietary deficiency in the population and more so among the poor of the country and of the island of St. Kitts itself. A proactive stance in policy and action is required.

4.3.2 Facilitation of Domestic Businesses and Credit

4.3.2.1 Assumptions

- Access to credit allows some of those in lower socio-economic category to create their own means of poverty eradication.

- Availability of credit will afford the opportunity to Kittitians to participate more directly in the economic development of their country.

- The entry of Kittitians into key growth industries requires facilitation given their lack of preparation.

- Institutions that facilitate the mobilisation of financial resources from among the population can contribute to increasing the supply of capital for productive purposes.
### 4.3.2.2 Summary Findings

<table>
<thead>
<tr>
<th>Issue</th>
<th>Agency</th>
<th>Mechanisms</th>
<th>Results/Situational Analyses/Effects</th>
</tr>
</thead>
<tbody>
<tr>
<td>Provision of Credit</td>
<td>Development Bank</td>
<td>Maintaining portfolio of credit for SMEs.</td>
<td>Limited credit available to Kittitians from outside banking system.</td>
</tr>
<tr>
<td></td>
<td>Social Security Department</td>
<td></td>
<td>Banking system not facilitative of private sector involvement of Kittitians.</td>
</tr>
<tr>
<td></td>
<td>Business Licence Division</td>
<td></td>
<td>Need for business support systems including training in addition to facilitative credit arrangements.</td>
</tr>
<tr>
<td></td>
<td>St. Kitts Credit Union</td>
<td></td>
<td>Social Security Department sensitive to role as catalyst in provision of credit to non-traditional areas.</td>
</tr>
<tr>
<td></td>
<td>Foundation for National Development</td>
<td></td>
<td>St. Kitts Credit Union and Foundation for National Development creating important avenues for business development.</td>
</tr>
<tr>
<td></td>
<td>SEDU</td>
<td></td>
<td>SEDU still to make an impact.</td>
</tr>
<tr>
<td></td>
<td>Chambers of Commerce</td>
<td></td>
<td>Business Licensing Division limits itself to regulation.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Chamber of Commerce limited in the promotion of domestic enterprises.</td>
</tr>
</tbody>
</table>

St. Kitts is not without examples of institutions that have as their objective the promotion of domestic enterprises. The Foundation for National Development, which has been in existence for some 15 years, provides loans to small business. The Development Bank provides finance largely by way of the on-lending of funds sourced from the CDB and the Social Security Agency.

The St. Kitts Credit Union has performed an important role in providing credit to emerging small businesses. SEDU is only now getting off the ground, and its impact is still to be felt. Thus, even as the economy grows, Kittitians, outside the traditional business elite, have not been able to make much headway in respect of business development.

### 4.3.2.3 Implications for Policy

There is need for greater coherence in respect of the development of small business and in the promotion of nationals in business development. Access to credit complemented with training is a necessary though not a sufficient condition for the involvement of nationals. In the absence of such programmes, however, the growth potential in the economy could be achieved only with non-nationals, thereby exacerbating a divide that has existed between the owners of capital and the workers since the establishment of the plantation system in St. Kitts.
At the same time, such an approach will contribute to a sense of participation beyond employment in growth nodes in the economy. There is need for the respective agencies to be sufficiently apprised of their roles and potential contribution in a coherent framework for the development of domestic entrepreneurship, even as the country continues to depend heavily on foreign capital and entrepreneurship for its transformation.

4.3.3 Employment and Labour Market

4.3.3.1 Assumptions

- An economy generating an increase in the number of productive jobs is likely to reduce poverty.
- The greater incidence of multiple earners in households in a growing economy reduces the probability of poverty.
- The generation of productive jobs is a function of the expansion of key sectors.
- Unemployment reflects a failure of the economy to create jobs or a mismatch between available skills and those required.
- The State has a role to perform in the development of institutional base within which private sector agents can contribute to income generation.
- The greater the flexibility with which the labour market operates, the more quickly workers can be absorbed where their skills are most needed, and the lesser is the time spent in search of jobs.
- The lower the likelihood of unemployment as a result of labour market inflexibility, the less the probability of poverty.
- Effective labour market institutions can identify areas of skill shortages and develop mechanisms to close the gap.
### 4.3.3.2 Summary Findings

<table>
<thead>
<tr>
<th>GOVERNMENT</th>
<th>Issue</th>
<th>Agency</th>
<th>Mechanisms</th>
<th>Results/Situational Analyses/Effects</th>
</tr>
</thead>
</table>
| Employment and Income Growth | Ministry of Finance and Planning | - Implementation of Budget.  
- Implementation of Medium Term Plan.  
- Project Identification in association with other Ministries and Departments.  
- Promotion of environment for private sector growth. | - Promotion of diversification of the economy.  
- Need for the improvement in the quality of employment to be attracted to the country. |
| Ministry of Tourism  
Ministry of Agriculture | | - Implementation of Plan for Tourism | - Need for training of enough nationals for participation at the highest level of the Hotel Industry.  
- Limited coordination in effort at creating backward linkages of tourism to agriculture. |
| National Development Bank | | - Provision of loans to the Productive Sector.  
- Development of SMEs.  
- Coordination with other agencies in promotion of business development. | - Most loans available for housing and student loans.  
- SMEs not a major focus for lending.  
- Inadequate entrepreneurial training. |
- Little collaboration with private sector banks vis a vis resources for developmental business. |
| Business Licensing Division | | - Regulation of business establishment. | - Reasonably effective in regulating business activity and registration thereof.  
- No role defined for identification of areas for business development.  
- No coordination with other agencies of Government with regard to training and business development. |
| Department of Labour | | - Employment promotion and labour market monitoring. | - Department not involved in LMIS, nor in formal mechanisms for coordination with agencies providing training. |
| Labour Market Operations | Department of Labour | | | - Plays limited role in identification of areas for training and upgrading of workforce.  
- Not directly engaged in promotion of labour market flexibility. |
Employment has grown as a result of the initiatives of the Government to diversify the economy. Indeed, there is already a substantial level of diversification that has been achieved by the country. However, there continues to be missed opportunity. This arises because of the lack of integration and coordination among key agencies in identifying opportunities for improving the quality of employment and for ensuring that Kittitians are well equipped to advance to higher level functions in an expanding economy, as workers and as entrepreneurs in their own right.

St. Kitts has achieved the first stage of an industrial workforce. Its labour force has already inculcated the values and norms of industrial work. However, there is not much in place to ensure that as it becomes uncompetitive in low level labour intensive activities, its workforce is consistently and systematically upgraded for participation in skill-intensive and knowledge intensive systems of production.

Its rise on the skills ladder therefore revolves solely around the exposure of the present cohort of prospective workers who are of school-going age. Those who have already entered the labour market are not catered for by existing programmes and have to remain largely at the lower level in terms of industrial participation and in the international division of labour.

**4.3.3.3 Implications for Policy**

The imperative for St. Kitts is the creation of quality employment for its workforce. The issue has hardly been adumbrated at the policy level, let alone is it being addressed as an issue for intervention by the existing agencies of Government. While St. Kitts is deficient in numbers, there are growing employment opportunities. It is important for nationals to be able to graduate to the highest levels of the opportunity structure. In the absence of an appropriate policy framework, some workers will find themselves among the working poor, as has been established in this study.
Meanwhile, there is need to provide greater support to the establishment of SMEs and to promotion of entrepreneurship among Kittitians. This need can be tackled by institutional programmes geared to a variety of clientele. There is need for cooperation among the Foundation for National Development, the St. Kitts Credit Union, the National Development Bank, and SEDU in addressing this need with programmes to be run possibly by the Community College, from time to time.

4.3.4 **INFRASTRUCTURAL SUPPORT**

4.3.4.1 **Assumptions**

- The better the quality of the physical and social infrastructure, the easier it is for poorer people to find possibilities for self-improvement and arresting their own poverty; also, the higher is the social wage, in terms of the resources available to the poor;
- Good planning and regulatory control can improve the efficiency in the provision of infrastructure;
- Better public education on the environment allows the poor to improve their surroundings and improve their quality of life; and
- Bad housing creates difficult conditions for the rearing of children, and can contribute to social decay.

4.3.4.2 **Summary of Findings**

<table>
<thead>
<tr>
<th>Issue</th>
<th>Agency</th>
<th>Mechanisms</th>
<th>Results/Situational Analyses/Effects</th>
</tr>
</thead>
<tbody>
<tr>
<td>Piers</td>
<td>Ministry of Public Works</td>
<td>Development of Ports and Piers.</td>
<td>Piers are needed in Sandy Point and in fishing villages.</td>
</tr>
<tr>
<td>Housing</td>
<td>Department of Lands and Housing</td>
<td>Construction of lower income housing.</td>
<td>Some expansion in low income housing, but need for greater transparency in distribution.</td>
</tr>
<tr>
<td></td>
<td>Nevis Housing and Land Development</td>
<td>Distribution of lands for housing.</td>
<td>Homes being built without proper approval as to location.</td>
</tr>
<tr>
<td></td>
<td>Department of Planning</td>
<td></td>
<td>Need for slum clearance in some parts of the country.</td>
</tr>
<tr>
<td>Environmental Degradation</td>
<td>Department of the Environment</td>
<td>Public Education and Regulations.</td>
<td>Need for careful application of regulations on construction of homes.</td>
</tr>
<tr>
<td></td>
<td>Department of Physical Planning</td>
<td></td>
<td>Lack of clear lines of authority among agencies responsible for protecting the environment.</td>
</tr>
<tr>
<td></td>
<td>Ministry of Agriculture</td>
<td></td>
<td>Sand mining emerging as a major problem.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Need for coherent reafforestation programme to arrest destruction of hills and to reduce massive flooding.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Need for greater sensitivity to the environment among the population.</td>
</tr>
</tbody>
</table>
Summary of Findings (Continued)

<table>
<thead>
<tr>
<th>Issue</th>
<th>Agency</th>
<th>Mechanisms</th>
<th>Results/Situational Analyses/Effects</th>
</tr>
</thead>
<tbody>
<tr>
<td>Garbage Disposal</td>
<td>Ministry of Works</td>
<td>Collection and disposal of garbage.</td>
<td>• Public education needed in some communities.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• Difficulty with non-biodegradable material and absence of programme for recycling of materials like bottles.</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td>• Technical assistance being provided on sewage and solid waste disposal.</td>
</tr>
</tbody>
</table>

4.3.4.3 Implications for Policy

There exist overcrowding and parlous living conditions at the lower socio-economic level in a number of communities. There is need to institute a points system in the allocation of lands and housing to improve the transparency of the system of distribution. There is need to revisit the present arrangements for the funding of home construction for lower income groups. The issue of special savings plans for first home acquisition is an issue to be addressed by the authorities: a special saving fund may mobilise much more than the resources at present available for housing.

A concerted programme of urban renewal is required to address the needs of such areas as Irish Town and Conaree. There is also need for strict application of zoning regulations, and for the banning of home construction in the ghauts.

The country faces a serious environmental hazard in terms of flooding because of the failure at reafforestation of its hills, which have been stripped by hurricanes and storms, but also by inconsiderate human intrusion. There is need for clarification of roles and responsibilities between the Ministry of Agriculture and the Department of the Environment, and for consistent action between them. The requirements for sand for building and construction have to be addressed, and effective solutions developed. Moreover, public education on the environment should contribute considerably to environmental protection.

4.3.5. Education and Human Resource Development

4.3.5.1 Assumptions

- The higher the level of education and training of an individual, the more likely will there be marketable skills and knowledge, and the less the likelihood of unemployment and of poverty;
The better the provision for education of the poor today and the greater their participation in the educational and training process currently, the less is the likelihood of their children repeating the cycle of poverty tomorrow;

A sound education and training system lays the foundation for export competitiveness across all sectors, and for flexibility in the face of economic and occupational changes; and

High sensitivity to the role of knowledge contributes to making society receptive to continuous upgrading of human resources.

### 4.3.5.2 Summary Findings

<table>
<thead>
<tr>
<th>Issue</th>
<th>Agency</th>
<th>Mechanisms</th>
<th>Results/Situational Analyses/Effects</th>
</tr>
</thead>
<tbody>
<tr>
<td>Education and Training</td>
<td>Ministry of Education</td>
<td>Over 50 percent enrolment in pre-primary schools.</td>
<td>Substantial state presence in pre-school education.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Provision of universal primary and secondary education.</td>
<td>Universal enrolment at primary and secondary levels.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Provision of school feeding and subsidies for schoolbooks and transport.</td>
<td>Disciplinary problems in some areas of secondary education system.</td>
</tr>
<tr>
<td></td>
<td>Department of Labour</td>
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</tr>
</tbody>
</table>

### 4.3.5.3 Implications for Policy

The country has made a substantial investment in human resources from the very base of pre-school to the top of the educational and training system. The present cohorts of children and young people of school age have been the beneficiaries of these advancements. However, there is a larger cohort of persons, in older age groups, who are going to be participants in the labour force well into the 21st century but who did not have access to such education and training.

Given its small population base, there is need for measures to be put in place to upgrade the workforce to meet the expanding need for skilled personnel required in the economy. In the absence of such initiatives, Kittitians will find themselves consigned to lower level occupations.
in a growing economy, with industry being forced to secure imported labour to fill positions requiring a deeper skills base.

Moreover, the country will find it difficult to locate itself at the higher end in the international division of labour, at the same time as its wage structure makes it uncompetitive in activities requiring a large amount of unskilled labour. Economic viability for small countries depends on the level of flexibility and the depth of knowledge and skills resident in the labour force. Training and education constitute the major elements in the production platform of the country.

The country must continue to invest heavily in the training and education of its population. There is need to inculcate a deep commitment to life-long learning, to elicit a greater level of individual or private effort in taking advantage of the educational opportunities that the Government may create. There is need in particular to encourage a longer stay in the educational system especially among young males, for whom there is a high opportunity cost in completing education. On the other hand, the training and education of teenage mothers to improve their employment prospects has also to be an area of focus.

The Ministry of Education will have the responsibility of upgrading adult and continuing education and training, ensuring greater articulation among programmes (eg AVEC and CFB College) and providing for compensatory and remedial education. Moreover, given that there is a burgeoning workforce of Spanish speaking residents, there will be need to address the problem of language education. The new residents have familial ties in the country and are likely to remain, given the possibility for stable employment in their country of adoption.

### 4.3.6 Community Organisation and Community Development

#### 4.3.6.1 Assumptions

The higher the level of community organisation and the better integrated is a community, the greater the probability that it would be able to:

- address and identify solutions to its own problems;
- mobilise internal resources for its own development; and
- secure resources from outside including public goods and services available from the State and NGO support from elsewhere.
In respect of the area of community development, there are no specifically trained community development officers. The two Youth Officers double as community development officers. Most efforts are directed at youth in communities. Self-help arrangements have decreased in importance and community efforts have waned, as people have become more individualistic. There are now few cases of sustained community work except in respect of the Festival Committees, which as their name implies, function on a seasonal basis. Moreover, with just two Youth Officers, it is a moot point how effective the Department has been in building community youth groups. Young people in Dieppe Bay and Old Road did not seem to have been reached by the Department.

4.3.6.3 Implications for Policy

There is need for training of community development officers and for their deployment to work with the various communities on the island. There is enough evidence that there are poor communities that can be mobilised for their own development. Communities like Fig Tree and Old Road seem immediate candidates for such an intervention.

While it could not be established from the CSA the extent to which there is receptivity for some semblance of local government, the deep sense of helplessness among communities suggests that there is room for community action beyond the Festival Committees. Community development has to become a more active brief of the Department, therefore. Staff trained in Community Development is an absolute imperative for the Department. In addition, there is need to strengthen the few NGOs and CBOs that exist, such that they could contribute to community development.
4.3.7 Health Care

4.3.7.1 Assumptions

- The better the quality of primary health care available, the greater the probability that households will enjoy good health, and will be capable of leading productive lives;
- High quality primary level health care improves the chances of the children of the poor in exploiting educational and economic opportunities;
- The availability of good family planning services backed up by information and family life education can prevent the prevalence of teenage pregnancies, and affords women the opportunity of controlling their reproduction; and
- Good environmental health procedures prevent the spread of communicable diseases.

4.3.7.2 Summary Findings

<table>
<thead>
<tr>
<th>Issue</th>
<th>Agency</th>
<th>Mechanisms</th>
<th>Results/Situational Analyses/Effects</th>
</tr>
</thead>
<tbody>
<tr>
<td>Health Care</td>
<td>Ministry of Health</td>
<td>Provision of curative and preventive care through hospitals and health centers.</td>
<td>▪ Health centres readily accessible to most communities in all parts of the island.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>▪ Difficult tertiary care cases sent abroad.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>▪ Immunisation generalised among children.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>▪ Family planning services widely available but family life education lacking.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>▪ Lifestyle diseases becoming significant.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>▪ Poor sanitary conditions in some poorer communities.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>▪ Public education needed in respect of diet and personal responsibility in health care and wellness.</td>
</tr>
<tr>
<td>STDs</td>
<td>Ministry of Health</td>
<td>Public Awareness of HIV/AIDS.</td>
<td>▪ Jaycees very effective in raising problem of HIV/AIDS in the society.</td>
</tr>
<tr>
<td></td>
<td>Jaycees</td>
<td>Control of STDs.</td>
<td>▪ Need to maintain effective public education on HIV/AIDS in English, and Spanish.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>▪ Need for widespread provision of condoms.</td>
</tr>
</tbody>
</table>

Primary health care is a good indicator of the quality of life of the population. One disturbing indicator has been infant mortality, which has been unacceptably high. Women do access care but, for reasons not entirely clear, there have been problems of thoroughness. On the other hand, inoculations rates are about 98 percent. It is paradoxical that the increase in income levels has been associated with a decline in care, if infant mortality is used as an index.
The majority of the population utilises the services of the Ministry of Health. There are gaps in the primary health care and there is need to identify these carefully. There is a subsidy element in primary and secondary health care, and fees do not cover the cost of services. User fees are a sensitive issue. A cost analysis is being done with the assistance of the ECCB. However, there is a lack of clarity of the fees due to doctors who function in the public system and the extent of entitlement due to the general public.

In the absence of information from within, it has not been possible to update the system. The largest problems relate to the following:
- Weak middle management;
- The restrictions that are placed on those managing the sector;
- Its reactive rather than proactive nature; and
- HIV/AIDS experience.

4.3.7.3 Implications for Policy

There is need for a comprehensive revision of the Medical and Public Health Acts to ensure that they are consistent with the requirements of the 21st century. There is need for greater public education on a range of health issues. Lifestyle diseases, nutrition and diet, the care of children and babies, the afflictions of old age are some of the areas in respect of which the population needed to be educated, with a view to ensuring a greater public participation in achieving wellness, including among the poor.

The incidence of HIV/AIDS is alarming. There is need for even more targeted approaches to arrest the spread of the disease. The widespread availability of condoms in public places will need to be considered as an immediate priority along with public education on unprotected sex, abstinence, and multiple partnering. There is already need for counseling for victims and for hospice services.

The low level of destitution on the island, suggests that most of the poor had the wherewithal to maintain good bodily health from the food that they could acquire. Public education, possibly through the mass media, should improve nutrition. There is also need for public education in respect of environmental health issues. Unsanitary conditions in some communities pose public health risks.

Another policy implication is the need for clarity and transparency in the structure of fees and the payments due to the doctors and/or the State from service in public institutions. Fee charging by doctors in public institutions needs to be reviewed, along with cost recovery for services provided in public institutions.
4.3.8 CARE FOR THE VULNERABLE

4.3.8.1 Assumptions

- The wider the safety net, the greater the probability that households will receive the level of benefits that can stave off severe poverty whenever it threatens.

Supportive services provide help to those in need by guaranteeing a minimum amount of resources consistent with what may be deemed to be basic to social decency. Such services are the base of the traditional safety net, designed to protect the vulnerable from the worst effects of lack of income, material or other resources. The safety net should be able to provide succour to those in need regardless of the factors responsible for their succumbing or remaining in poverty.

On the other hand, society through the Government, may provide general subsidies, which contribute more than social protection, by removing risks to capacity building. Thus an effective school-feeding programme ensures that children are well equipped physically to take advantage of the educational system.

4.3.8.2 Summary Findings

<table>
<thead>
<tr>
<th>Issue</th>
<th>Agency</th>
<th>Mechanisms</th>
<th>Results/Situational Analyses/Effects</th>
</tr>
</thead>
<tbody>
<tr>
<td>Children</td>
<td>Department of Youth, Community Development, Welfare Assistance, Childcare and Probation</td>
<td>Adoption, Day care services.</td>
<td>Department of Youth has had good success in organising foster care.</td>
</tr>
<tr>
<td>Day-care Services</td>
<td>Early Childhood Development Unit, Private Sector</td>
<td>Day care and pre-school.</td>
<td>Early Childhood Development Unit very successful in the running of day care services and in oversight of private institutions involved in day care services.</td>
</tr>
<tr>
<td>Troubled Youth</td>
<td>Department of Youth, Salvation Army</td>
<td>Rehabilitation of youths in difficult circumstances.</td>
<td>Probation services provided, but extent of recidivism unknown. Institution for girl offenders required given increase in numbers.</td>
</tr>
<tr>
<td>Senior Citizens</td>
<td>Cardin Home, St. Vincent de Paul, Red Cross</td>
<td>Care for the elderly.</td>
<td>Increase in number of elderly in need of care posing challenge to present arrangements. St. Vincent de Paul and Red Cross spearheading care and visits to shut-ins. Absence of day-care for the elderly. More institutional care and hospices needed.</td>
</tr>
</tbody>
</table>
The school-feeding programme in St. Kitts casts a wide net. All primary schools are involved, and, on request, secondary schools may be supplied with meals. There are also free school bus services for all primary and secondary school students. Another area of subsidy is the provision of free books at the secondary level. In cases of need, there is a uniform grant for secondary school students.

In respect of childcare, there is provision for children in crisis. Children who are the victims of verbal and sexual abuse may be taken from parents and put in a foster home. There are some 50 children in foster care. Neglect is the most frequent situation requiring the intervention of the Department to arrange foster care for children. There are situations of lower income women who succumb to alcohol abuse and neglect their children. The Department provides a small fee for fostering.

The programme is relatively new, having been established just two years ago. While it is too early to judge its efficacy, the children are deemed to be doing better in situations of foster-care. In respect of truancy, parents may be warned and taken to court if children are not sent to school up to the age of 16. The Department of Youth administers over these two areas.

The Harris’ Home for Juvenile Offenders provides institutional care for young male offenders. There is also emerging the need for similar facilities for girls who run foul of the law. There is a private children’s home but the Department of Youth has since taken on the responsibility for financing it.

Institutional care for Senior Citizens is provided by the Cardin Home. The home used to be known as the poor house before. At that time, even able-bodied people who could not maintain themselves became residents of the home. The focus has changed in recent times. Now the home serves persons in need of geriatric care. There is also a section for patients with mental problems. About 30 percent are in this category. There are 52 males and 48 females. There is no capacity in place for it to serve as a halfway house. Nor is it capable of offering services to addicts. The Psychiatric Ward of the Hospital has to minister to that need.

The home is not income generating though it could contribute to its own support. The home is financed mainly by the Government, but the private sector does make contributions.

The Salvation Army has been involved in social work and provides assistance to a number of clients. It distributes hampers to less fortunate citizens at Christmas time and hosts a party for poorer children.
The Salvation Army works closely with a few state agencies. It assists the Youth and Community Development Ministry in the area of probation services among the youth. This is especially important in cases where parents do not have the resources or the time to provide necessary protection and parenting of young people. Many single mothers have to work at more than one job to survive and cannot give appropriate attention to their children.

4.3.8.3 Implications for Policy

St. Kitts has the makings of a respectable system for providing care to the vulnerable in society. However, there is need for an official recognition of the need for flexibility in the social safety net. There is need for differentiation of those in need of permanent support from those who need urgent temporary help. Generalised support in some areas may reduce resources to serve other areas.

At the present time, the better off benefit from the school feeding programme, and thus receive a subsidy that they hardly require. On the other hand, it may be argued that the involvement of the entire population in the school feeding programme reduces the risk of its being stigmatised. The Government will have to weigh the implications of different approaches, especially since the present system may well prove unsustainable, if fiscal difficulties were to develop.

Given the changes taking place in the country, there may be need to reexamine the issue of institutional care for the aged and for children. With the aging in society and the fact of mobility, there will be many senior citizens in need of care. Given the role performed by women vis-à-vis parents, there is need for day-care services for the elderly, to assist working women with responsibility for their parents.

While foster care is preferable to institutional care for children, the Department of Youth and Community Development is likely to find itself stretched in securing foster homes for children. Alternatively, there may be need to mount programmes to encourage greater public response and acceptability to care-giving in homes and through sustained NGO participation.

One area for possible NGO participation has to do with home work centres. As the country industrialises, and more women enter the labour market, there is need to make provision for their children. This has been well done in respect of pre-schools and day-care centres. Home work centres will take care of the needs of older children whose non-school time may need to be organised on afternoons prior to the return home of parents from work. There are hints of a nascent delinquency problem, which may be attributed to the lack of supervision.
4.3.8.4 Other Initiatives

There are a number of activities undertaken by private, civic and Government agencies in the recent past that may be noted. The Outreach Foundation was established in 1998 in response to what was seen as a gap among officialdom in respect of the psycho-social needs of the society and the absence of NGO presence in this area.

The Government has since become interested and has provided support to the Foundation. The aim of the Foundation is to provide support and to undertake advocacy for individuals who are psychologically and socially challenged and to promote the development of communities through human capacity building. There is no other NGO similarly engaged.

The National Council on Drug Abuse, a related organisation is now functioning as a statutory body and is housed in the same facility as the Outreach Programme. Funding for the Drug Abuse Programme has come from CIDA. There is need to generate scientific data on the size of the drug problem in the country.

Like other islands in the Caribbean, St. Kitts has been used in the international drug trade. Some of its young people have fallen victim to drug abuse. Trade in illicit drugs has created an underground economy with rewards that undermine the development of the society. The Council is the most focused response to the problem to date.

The increase in the incidence of storms and hurricanes is now a more evident feature of life in St. Kitts. There is need to increase the level of disaster preparedness among the population. The Red Cross and the National Emergency Management Authority (NEMA) are the two organisations that have been working in this area. In addition, the St. Kitts Credit Union has sought to reckon with the loan financing for rebuilding which is now part of the reality of St. Kitts. With the CCCU, it has come up with a programme to help some members who have been hit by the storms.

The British Red Cross has been an important source of support traditionally for the Red Cross. No subvention is received from the Government. However, Red Cross organises fund-raising events, which provide the resources to fund its office. It also receives donations from the banks. Just a few schools participate by enrolling students as Junior Red Cross members.

NEMA collaborates with the Red Cross in and out of emergency situations. However, NEMA does not have the reach of the Red Cross across the country. The Red Cross enjoys membership on the board of NEMA.
The Red Cross is also involved in the provision of assistance to the School for the Deaf. Three tutors are brought in every year to run a camp for the deaf, and the Red Cross assists by providing the costs of accommodation.

The St. Kitts-Nevis Labour Union has been instrumental in improving the lot of female workers in the labour market. It runs two day care centres of its own. It has also promoted the training of women at all levels in an effort to eliminate the barriers to which they have been subjected in the labour market.

The union has also contributed in another area. It has help institutionalise arrangements such that wage increases could be moderated, with workers taking benefits in the form of an extra month’s pay for the year, rather than in the form of major wage hikes, depending on economic conditions. In the case of public sector workers, the payment is based on the revenue situation. This principle of a bonus payment, described colloquially as ‘goat water’, extends across much of the workforce.

4.3.9 CONCLUSION

Section 3 established the social and economic hardships that are visited on the poor in St. Kitts. Section 4 has reviewed the initiatives taken by a range of organisations and institutions that intervene in the lives of citizens. The examination establishes that there is a relative dearth of formal organisations outside of Government that intervene in the social life of households and individuals to provide services of different types. The economic and social context in which households function is very much influenced by public sector agencies, and in that regard, they span the range of developmental, preventive, remedial and supportive functions.

The island is undergoing rapid social and economic change. It has been transformed from a plantation economy with villages on the periphery of the plantation that catered to the social and psychological needs of the household and the individual. The restructuring that new industries have imposed on the society has not been painless. There is evidence of breakdown in the social mores, according to key informants.

The Government, through a range of institutions, has attempted to meet some of the challenges. Day care facilities have been established on the industrial estate, thus affording mothers the benefit of proper care for their children while they work. A school feeding programme ensures that all primary school children get a well-balanced meal during the school day. At the same time, the Government has sought to provide adequate support in the areas traditionally provided by the Government. For example, primary health care facilities are available within reasonable reach. So too are primary and secondary schools, and there is already universal coverage. School
bus services are available for secondary school students, along with schoolbooks, and for those in need, there are uniform grants.

Indeed, it can be argued, that whatever the level of individual and household poverty, St. Kitts provides a high level of social services: thus, the individual and the household enjoy substantial social income by way of goods provided through the public sector. Thus, while direct expenditure at the household level may suggest poverty for some 31 percent of households, there are social provisions that counteract this. The list of social provisions that have been institutionalised is considerable.

There remain critical areas of need, however, some of which could be exacerbated with time. Thus, the aging of the population will require more services for senior citizens than the island is institutionally equipped to serve. The need for training and retraining of the workforce to equip it for successful participation in the international division of labour has not been adequately addressed, given that the present corps of workers consists largely of persons who did not have the benefit of the advances that have taken place in the provision of education and training.

There is a dearth of CBOs and NGOs on the island and the agency responsible for community development lacks the capacity to correct the problem. Thus, as the old order has crumbled, there is an absence of organisation internal to communities to respond to the new problems emerging in society like drug abuse, juvenile delinquency, and male marginalisation in the educational process.

There are other problems in the offing that have not surfaced either at the official level or in the NGO and CBO community. With a slowly growing and aging population, and relatively rapid growth, there will be need to import labour on a larger scale. The integration of these workers into society will be an issue. So far, the problem seems to have been ignored. Workers from Guyana and from the Dominican Republic are likely to settle in the country rather than remain as temporary migrants.

The scourge of HIV/AIDS on a small population with a low rate of natural increase has not prompted the alarm that it should. Alternatively, the formal religious and ethical orientation of the society has perhaps muted discussion of this very serious problem. There may be a very negative reception in certain influential circles to the idea of making condoms widely available in public places.

On an even wider national plane, it is not clear that the island has developed the institutional framework within which the above issues can surface and be addressed in a systematic and coherent way. There is a commitment to tripartism, with St. Kitts/ Nevis having fully ratified key
conventions of the International Labour Organisation. The tripartite machinery is only now emerging. It may take some time to institutionalise dialogue among the social partners on matters that go well beyond industrial relations.

5.0 REDUCTION OF POVERTY IN ST. KITTS

On its independence, St. Kitts was still very much a plantation economy as it was at the end of slavery. Indeed, it could have been characterised as a ‘pure plantation economy’ in that the entire resource base of the island was sequestered in the service of sugar plantations. Escape from plantation work for the majority of Kittitians meant emigration. Thus, since the 1800s, the society has had a tradition of ‘going away’.

The secular decline of the sugar economy in the Caribbean had been in process for more than a century when the country gained its independence. A national government, with strong roots in the labour movement was not unmindful of that fact of life. Its leadership had campaigned for better terms and conditions of service from the plantation economy and had succeeded in securing a better share of the proceeds from the sugar economy.

The owners, however, were not prepared to settle for lower profits, which could only be had with the exploitative arrangements that existed before. The Government was forced to nationalise the industry in the national interest. However, it was clear that the labour force had to be absorbed in alternative activities. St. Kitts, like its other Caribbean neighbours, turned to light manufacturing industry as the saviour. With a cooperating labour movement, it sought to attract firms seeking low wages for labour intensive manufacturing.

In recognition of the increase in international tourism, the Federal Government sought to exploit the natural attributes of sun, sea and sand that exist in the islands. The southeast peninsula of St. Kitts fits the requirements and has been able to attract the attention of key operators in the international tourism industry. More recently, the Government has turned its attention to attracting firms in the informatics sector. All these initiatives have resulted in an increase in employment for Kittitians and as well for an immigrant work-force that has entered to undertake work that Kittitians are unwilling to do – reaping cane – or are not available in adequate number to fill the emerging employment openings – construction skills – or for which they do not have the required skills.

By and large, unemployment has not been the problem. Rather, many of the poor are working. The working poor may however, lack the education or training to graduate into higher quality employment. While its present system of education guarantees universal
access to the present cohort of school going age, many in the current workforce have not had the opportunity for education and training that are required in the more dynamic areas of the employment market and in the nature of the insertion St. Kitts seeks in the international division of labour.

The income that they bring into their households, consign the members to poverty: many of these are children and adolescents. In addition, there are the senior citizens, whose incomes fail to provide them with the wherewithal for a decent existence. The following are the main initiatives that need to be taken to arrest poverty and to provide for a more self-sustained pattern of income growth.

- An aggressive programme in human resource upgrading through education and training.
- The promotion of industrial and service activity in which St. Kitts creates a competitive advantage for itself and its sister island.
- The provision of credit and supporting business extension services to the Kittitian population for the development of SMEs.
- Expansion of the social safety net to address poverty when it arises and to orient victims to new opportunities.
- Promotion of community development and community empowerment.

The above represents the minimum programme designed to arrest poverty and to bring the poor not only succour in the period of need, but also the capacity to solve problems on their own. These should be complemented by other measures, the more critical of which are outlined below.
## 1. GENERALISED HUMAN RESOURCE DEVELOPMENT

<table>
<thead>
<tr>
<th>Goal</th>
<th>Time Frame</th>
<th>Strategy</th>
<th>Purpose</th>
<th>Implementing Agency</th>
<th>Output</th>
<th>Methods of Verification &amp; Monitoring</th>
</tr>
</thead>
</table>
| Maximise training and upgrading of existing workforce | I | • Use of Community College, Youth Skills and AVEC to upgrade workers.  
• Close counterparting of technical and professional persons on work-permits by nationals.  
• Mounting of short courses by Community College with personnel from abroad and targeted at particular needs identified with private sector firms.  
• Institutionalise training and retraining programmes as normal activities for industrial and service sector development.  
• Provide for flexibility in adult education and training to afford beneficiaries opportunity for incremental upgrading.  
• Market adult education and training to inculcate greater commitment to self-upgrading and continuing education and training.  
• Explore possibility of distance education. | Ensure that workers can graduate to higher level of skills and can make the country attractive as the location for higher income earning activities. | Ministry of Education, Community College, Youth Skills, AVEC, Department of Labour, Trade Union Movement and Private Sector | Better trained workers among the population. | Reports of Ministry of Education, Department of Labour, and Community College, Youth Skills and AVEC |

Key: I - Immediate Priority     S - Short-term Priority     M - Medium-term Priority
## 2. INCOME AND EMPLOYMENT GROWTH IN TARGETED SECTORS

<table>
<thead>
<tr>
<th>Goal</th>
<th>Time Frame</th>
<th>Strategy</th>
<th>Purpose</th>
<th>Implementing Agency</th>
<th>Output</th>
<th>Methods of Verification &amp; Monitoring</th>
</tr>
</thead>
</table>
| Promote employment growth in specific sectors using training and skills upgrading as the basis of industrial policy | S          | ▪ Train nationals in skills for industries to be targeted for entry into the country.  
▪ Involve private sector in training and in learning experience of young people. | Preparation of trained personnel to make country attractive in key industries. | Ministry of Finance, Ministry of Industry, and Ministry of Education                  | Expanded number of persons with skills for industries with growth potential. | Reports of Ministry of Finance and Planning and Ministry of Industry            |

## 3. IMPROVEMENT OF LABOUR MARKET OPERATIONS

<table>
<thead>
<tr>
<th>Goal</th>
<th>Time Frame</th>
<th>Strategy</th>
<th>Purpose</th>
<th>Implementing Agency</th>
<th>Output</th>
<th>Methods of Verification &amp; Monitoring</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employment expansion and income growth for lower paid workers</td>
<td>I</td>
<td>Close monitoring of labour requirements of firms.</td>
<td>Provide up-to-date labour market information to guide career choice of new entrants and to reorient existing workers to new opportunities.</td>
<td>Department of Labour</td>
<td>Compilation of regular information and statistics on absorption of labour by sector, through use of survey information or from key informant data from employers, and work permit information of Immigration Department.</td>
<td>Reports of Department of Labour</td>
</tr>
</tbody>
</table>
| Development of programmes of training and re-training for workers in collaboration with industry with costs shared between Government and Private Sector. | I          | Development of programmes of training and re-training for workers in collaboration with industry with costs shared between Government and Private Sector. | ▪ Facilitate upgrading of workforce and enhancement of skills.  
▪ Establish industry fund for training. | Collaborative arrangement of Department of Labour, the Community College, and the Ministry of Education | ▪ Expansion of technical and vocational education.  
▪ Development of arrangements for short-term, intensive day release, and similar courses for workers.  
▪ Promotion of self-upgrading schemes for workers. | Annual reports of Department of Labour, Community College, Youth Skills, and AVEC                     |
4. INCOME AND EMPLOYMENT GROWTH IN SME’S

<table>
<thead>
<tr>
<th>Goal</th>
<th>Time Frame</th>
<th>Strategy</th>
<th>Purpose</th>
<th>Implementing Agency</th>
<th>Output</th>
<th>Methods of Verification &amp; Monitoring</th>
</tr>
</thead>
</table>
| Expand employment and income opportunities for nationals | I | • Expand opportunities for small and medium sized Kittitian entrepreneurs.  
• Develop credit arrangements appropriate for small and medium sized businesses.  
• Develop business extension services.  
• Train small business people to self-manage.  
• Create structures to support collaboration and industrial organisation among small and medium sized businesses in particular sectors. | Facilitate participation of nationals in business and industry as entrepreneurs at various levels, and in self-employment. | Ministry of Industry in collaboration with FND, National Development Bank, SEDU, and St. Kitts Credit Union | Focused approach to the development of national entrepreneurship and implementation of appropriate mechanisms. | Periodic reports of respective agencies |
### 5. SOCIAL SAFETY NET

<table>
<thead>
<tr>
<th>Goal</th>
<th>Time Frame</th>
<th>Strategy</th>
<th>Purpose</th>
<th>Implementing Agency</th>
<th>Output</th>
<th>Methods of Verification &amp; Monitoring</th>
</tr>
</thead>
<tbody>
<tr>
<td>Improve flexibility of social safety net and its reach to those in need</td>
<td>I</td>
<td>Maintain constant review of system to ensure only deserving receive help.</td>
<td>Ensure early warning system to identify those at risk including workers in industries in decline.</td>
<td>Department responsible for Welfare Assistance in collaboration with Department of Labour</td>
<td>Better service to the vulnerable by means/testing and periodic review.</td>
<td>Annual Reports of Welfare Department</td>
</tr>
<tr>
<td></td>
<td>S</td>
<td>Ensure protection for the vulnerable – elderly, disabled, disadvantaged women and children, teenaged mothers.</td>
<td>Social protection. Elimination of Child Abuse.</td>
<td>Welfare Department</td>
<td>• Increased Non-contributory pensions. • Improved capacity to help the vulnerable. • Special facilities - schooling for teenaged mothers, and review of need for institutional care for the aged and for children. • Day care services for children where absent. • Day care services for the Elderly to assist working women with responsibility for parents. • Child support made mandatory on fathers. • Child abuse eliminated.</td>
<td>Report of Welfare Department</td>
</tr>
</tbody>
</table>
6. COMMUNITY DEVELOPMENT AND EMPOWERMENT

<table>
<thead>
<tr>
<th>Goal</th>
<th>Time Frame</th>
<th>Strategy</th>
<th>Purpose</th>
<th>Implementing Agency</th>
<th>Output</th>
<th>Methods of Verification &amp; Monitoring</th>
</tr>
</thead>
</table>
| Develop capacity in all communities to mobilise for their own development and for addressing their own problems | I | - Development of community development focus in Department of Youth and Community Development.  
- Encourage Community Organisation in various communities and villages. | Creation of capacity in communities for self-direction, for self-help, and community initiative. | Youth and Community Development | Training programmes in leadership and organisation.  
Programmes on parenting. | Reports of Youth and Community Development Department |

7. ENGENDERING SOCIAL RELATIONS

<table>
<thead>
<tr>
<th>Goal</th>
<th>Time Frame</th>
<th>Strategy</th>
<th>Purpose</th>
<th>Implementing Agency</th>
<th>Output</th>
<th>Methods of Verification &amp; Monitoring</th>
</tr>
</thead>
</table>
| Inculcate gender equity across society and eliminate disabilities faced by women in abusive situations | I | Strengthen provision for girls and women to participate in all areas of national life. | Ensure gender equity in society. | Department of Women’s Affairs | Cultivation of gender sensitivity across the society.  
Evening care for children to facilitate women seeking education and training in evening classes. | Reports of Department of Women’s Affairs |
### 8. FISCAL REVIEW

<table>
<thead>
<tr>
<th>Goal</th>
<th>Time Frame</th>
<th>Strategy</th>
<th>Purpose</th>
<th>Implementing Agency</th>
<th>Output</th>
<th>Methods of Verification &amp; Monitoring</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ensure sustainability of fiscal resources given more demanding requirements for physical infrastructure and to continue expansion of other infrastructure</td>
<td>M</td>
<td>Review system of taxes and charges.</td>
<td>Examine tax system for equity and efficiency implications and the benefit structure of public expenditure.</td>
<td>Department of Finance and Planning</td>
<td>Quantitative and qualitative analysis of the functioning of the tax system vis-a-vis various groups in society and benefits received from Government Expenditure.</td>
<td>Reports produced by Department of Finance</td>
</tr>
</tbody>
</table>

### 9. INCOME AND EMPLOYMENT GROWTH IN AGRICULTURE

<table>
<thead>
<tr>
<th>Goal</th>
<th>Time Frame</th>
<th>Strategy</th>
<th>Purpose</th>
<th>Implementing Agency</th>
<th>Output</th>
<th>Methods of Verification &amp; Monitoring</th>
</tr>
</thead>
</table>
| Increase income for lower income groups | I         | Promote arrangements for forward linkage of Agriculture to Tourism.  
Diversify within Agriculture with due regard for brittleness of the environment. | Increase incomes and employment in agriculture.  
Reduce importation of food. | Departments responsible for Finance and Planning, Agriculture and Tourism | Action plan of Departments for Finance and Planning and Agriculture with development strategy for the sector and for supporting requirements. | Collaboration within Government and between Government, and Private Sector |
| | I         | Promote training of farmers in non-traditional agriculture. | Provide composite extension services to farmers. | Department responsible for Agriculture | Readily available personnel providing Extension Services to farmers. | Production data on agricultural output |
| | I         | Develop credit for non-traditional agriculture. | Afford farmers resources to undertake development of farms. | National Development Bank FND | Credit programmes for agriculture.  
Effective loan recovery system. | Periodic data on disbursements and repayment performance of farmers |
### 10. LIFE LONG LEARNING

<table>
<thead>
<tr>
<th>Goal</th>
<th>Time Frame</th>
<th>Strategy</th>
<th>Purpose</th>
<th>Implementing Agency</th>
<th>Output</th>
<th>Methods of Verification &amp; Monitoring</th>
</tr>
</thead>
<tbody>
<tr>
<td>Inculcate value of life – long learning</td>
<td>1</td>
<td>▪ Upgrade and increase appeal of adult education and training for all post school age cohorts across entire country. ▪ Use mass media in popularising concept of self-upgrading as self-protection.</td>
<td>▪ Secure massive improvement in education base of population and labour force in particular. ▪ Develop in the society the capability of adjusting to the rapidly changing knowledge environment and of exploiting it.</td>
<td>Community College, Ministry of Education</td>
<td>▪ Improved general preparedness for training and retraining in population. ▪ Greater orientation to educational achievement and training upgrading, especially by young males.</td>
<td>Reports of respective agencies</td>
</tr>
</tbody>
</table>

### 11. PRIMARY HEALTH CARE

<table>
<thead>
<tr>
<th>Goal</th>
<th>Time Frame</th>
<th>Strategy</th>
<th>Purpose</th>
<th>Implementing Agency</th>
<th>Output</th>
<th>Methods of Verification &amp; Monitoring</th>
</tr>
</thead>
</table>
## 12. ENVIRONMENTAL SANITATION AND PROTECTION

<table>
<thead>
<tr>
<th>Goal</th>
<th>Time Frame</th>
<th>Strategy</th>
<th>Purpose</th>
<th>Implementing Agency</th>
<th>Output</th>
<th>Methods of Verification &amp; Monitoring</th>
</tr>
</thead>
</table>
| Provide services to improve and maintain high environmental quality | I | • Expand solid waste services across country.  
• Develop systems for recycling and for disposal of non-biodegradable materials.  
• Encourage waste minimization and reduction. | • Maintain a healthy environment.  
• Eliminate risk of communicable diseases. | Ministries of Health, and of Works | • High environmental quality. | Reports of Ministry of Health |
| | I | • Develop public education on environmental sanitation.  
 • Engage in pest eradication. | Achieve pleasant environment in public and private locations. | Ministry of Health | High cleanliness in public places. | Reports of Ministry of Health, and Department of the Environment |
| Arrest and reverse environmental degradation | S | • Cultivate appreciation for maintenance of natural environment.  
• Cultivate public awareness of need for recycling and for safe disposal of non-biodegradable materials.  
• Public promotion of planting and protection of trees and forests. | • Safeguard environment for posterity.  
• Eliminate housing construction in ghauts.  
• Restoration and maintenance of the natural habitat. | Ministry of Health and Departments responsible for Physical Planning and of the Environment | • Improvement of quality of environment.  
• Elimination of sand mining.  
• Cleaner public places including beaches.  
• Greater public spirit and commitment in respect of things environmental. | Reports of Ministries of Health and Departments responsible for Agriculture, Physical Planning and the Environment |
### 13. EXPAND HOUSING STOCK

<table>
<thead>
<tr>
<th>Goal</th>
<th>Time Frame</th>
<th>Strategy</th>
<th>Purpose</th>
<th>Implementing Agency</th>
<th>Output</th>
<th>Methods of Verification &amp; Monitoring</th>
</tr>
</thead>
</table>
| Improve housing conditions for lower income households and eliminate slums | S | • Identify areas for higher density housing. | • Ensure availability of land for low income persons and/or for the development of higher density accommodation by Government and the Private Sector.  
• Ensure planning of physical infrastructure for high density areas or in establishment of new housing estates. | Nevis Housing and Land Development, Departments of Physical Planning and Lands and Surveys | Land earmarked for higher density housing and for new housing estates with facilities properly planned. | Nevis Housing and Land Development, Department of Physical Planning and Lands and Surveys |
| | S | • Increase low cost housing and aided self-help programmes.  
• Regularise rental arrangements in government owned housing estates.  
• Ensure full transparency in distribution of housing and of lands for housing. | Improve housing of lower income groups including housing for temporary workers. | Nevis Housing and Land Development | Decent housing for population. | Reports of Housing Corporation |
| | S | Encourage saving for first time home ownership. | Mobilise savings for housing. | National Development Bank, ECCB | Increased resources for housing. | Reports of Nevis Housing and Land Development |
5.1 CREATING AND SUSTAINING A POVERTY REDUCTION PROCESS IN ST. KITTS

Within the Commonwealth Caribbean context, St. Kitts and Nevis, as a country, has been relatively successful in transforming a plantation based sugar economy, by undergirding its development with light manufacturing, and more recently with tourism services and financial services, in the case of Nevis. Small open economies have to be highly flexible to adjust to changes in the international economy. Inflexibility usually results in declining incomes and/or poverty, in short order in the face of shifts in external demand.

Emigration was, for much of its post-slavery history, the major relief to lack of opportunity for income and employment growth. Following independence, the Government was able to create enough new possibilities through its industrial policy to create jobs and allow for reasonable income growth. Some labour transferred from Nevis to take advantage of this growth in possibilities.

The island of St. Kitts was able to exploit the opportunities provided by the Caribbean Basin Initiative, in respect of garments. Subsequently, the bias shifted to the assembly of electronic components mainly for the US market. The benefits improved per capita income of St. Kitts and Nevis, and put the country in the higher middle-income level in international terms.

The Government, because of its labour orientation, for most of the post-independence period, set a high priority in the provision of certain social services. The population has become accustomed to a range of public goods. Many of these have undoubtedly helped the poor, while the better off have not been excluded.

Publicly funded day care centres attract user charges, but are cheap and well within the reach especially of female factory workers. School feeding services, free schoolbooks, universal secondary education, free transportation for secondary students afford the poor good access to opportunities for capacity building.

Poverty, as measured in terms of limited expenditures or income directly at the discretion of households, may be high. However, extreme poverty in St. Kitts is low, and there is a supply of public goods that mute the impact of poverty. However, the economy of St. Kitts specifically has had, in recent years, to adjust to the fact of competing locations attractive for export-oriented light manufacturing.

The rapid growth experienced in the late 1970s and 1980s with this sector has slowed, and so too has income growth. Given the high import intensity of basic consumption in such small economies, income growth for the generality of the workforce depends critically on the capacity
to produce output of improving value in international markets. In the context of St. Kitts and Nevis, this dictates improvement in the skills and knowledge base of the workforce.

At the same time, the entry of St. Kitts into the international tourism industry at the time that it did, allowed it to earn rents from the novelty on the tourism map, along with returns to the amenity assets of sun, sea, and sand. The novelty quality has started to wear off, with implications for the rate of growth in the tourism sector in the country. Now there is in the offing the expansion in competing Cuban tourism product, which is cheaper and provides more variety, with as much by way of sun, sea and sand.

It appears that within the last decade, the country has not been able to improve its knowledge and skill base quickly enough to participate in increasingly higher levels in the international division of labour in the light manufacturing industry. Nor has it been able to enter the more rewarding areas of the new services sector.

It has provided universal secondary education to the present cohort of students, but the current workforce is still comprised of workers with lower levels of certification than is necessary for the country to rise on the ladder of the international division of labour in which it must be involved for its survival.

As the global economy becomes more integrated, and as the factor knowledge becomes more critical, the country risks being left behind unless it makes the appropriate adjustment in its workforce. Human resource development is central to the process of a secular reduction in poverty and to providing the country with the flexibility and capacity to expand its production frontier on a continuing basis. The higher poverty levels among women point to the need for provisions to assist in their improving their education and skills. This implies support systems like evening care and home work centres to assure the safety and protection of children while their mothers are engaged in upgrading activity. On the other hand, given male marginalisation in the educational system, there is need to increase their participation as well.

It behooves the Government to transmit to the population the urgency with which all members of society must commit themselves to the task of building a knowledge-based economy through investment in education, training, retraining and continuous upgrading. This is the major safeguard against poverty now and for the foreseeable future.

The dramatic intervention in the area of human resource development has to be complemented by other interventions. Priority will have to be given to other listed areas, namely:

- Creative industrial policy to exploit advantages consciously to be created through focused education and training programmes;
- Expansion of opportunities for nationals to enter into business, including businesses linked to servicing export-oriented firms;
- Fine-tuning of the social safety net to protect the vulnerable in a timely fashion, with special attention to the problems of women and of mothers; and
- Community development and empowerment.

In all of the above and in respect of the other initiatives, the state remains the key actor. However, for the good of the country, the Government needs as its interlocutors other actors. The tripartite process in the industrial relations field, is an immediate base, but should be extended to embrace the few NGOs and CBOs that exist on the island. An important ingredient for enlisting the participation of the various elements of civil society is the encouragement of dialogue among them first.

5.1.1 Role of the NAT

The formation of a NAT for the present exercise resulted in a substantial degree of participation. There is a greater awareness of the role played by various arms of Government, including on the part of public officials in other departments of Government. Moreover, the presence on the NAT of NGOs and other participants has afforded public officials a better understanding of how they are viewed. In the absence of any alternative structure, the Government should seek to institutionalise the NAT, especially since practice of formal tripartism is still in relative infancy in the country.

5.2 Information

The periodicity of surveys of living conditions will depend on financial and human resources. In the intervening period between surveys, it is necessary to generate quantitative and qualitative information that permit the updating of the benchmark studies. There is an emerging capability in data gathering in St. Kitts and Nevis. The country is well poised to provide itself, on a regular basis, with the range and quality of social statistics that would afford it a regular sounding on its success in controlling, reducing or eliminating poverty.

There is need to recommit the various government departments to the preparation of annual reports, and to the provision of statistical data to the Statistics Department, where there have been gaps. Some of this information can act as an early warning signal of vulnerability. This is particularly so with information from the Ministry of Health on birth weights of children, their heights and weights for age or on infant mortality. The Ministry of Health is also the source for data on the pattern of illnesses in the country, which should be used in providing health protection.
Table 5.1 provides a listing of the recommendations of the communities in St. Kitts. There is a universal demand for more and better employment, adult education programmes, services for children, community development initiatives, better infrastructure, and affordable housing. While considerable advances have been made in some of these areas, the population recognises gaps that need to be closed.

**Table 5.1: Recommendations from Communities in St. Kitts**

<table>
<thead>
<tr>
<th>Recommendations</th>
<th>Conaree</th>
<th>Dieppe Bay</th>
<th>Fig Tree</th>
<th>Irish Town</th>
<th>Old Road</th>
<th>Phillips</th>
<th>Saddlers</th>
<th>St. Paul's</th>
</tr>
</thead>
<tbody>
<tr>
<td>More and better paying jobs</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
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<tr>
<td>Financial assistance for children</td>
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<td>Money</td>
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<tr>
<td>Land for housing</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
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<tr>
<td>Loans for housing</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
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<tr>
<td>Better and more affordable housing</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
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<tr>
<td>Better roads/infrastructure</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
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<td>✓</td>
<td>✓</td>
<td>✓</td>
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<tr>
<td>Toilet facilities</td>
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<td>✓</td>
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<tr>
<td>Improved sanitation/garbage collection</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
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<tr>
<td>Schools – pre and primary</td>
<td>✓</td>
<td>✓</td>
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<td>✓</td>
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<tr>
<td>Day care centre</td>
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<tr>
<td>Library</td>
<td>✓</td>
<td>✓</td>
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<tr>
<td>Improved transportation</td>
<td>✓</td>
<td>✓</td>
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<tr>
<td>Police station</td>
<td>✓</td>
<td>✓</td>
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<tr>
<td>Training centre</td>
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<tr>
<td>Improved health care services</td>
<td>✓</td>
<td>✓</td>
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<tr>
<td>Community centre</td>
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<td>More programmes for youth</td>
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<td>✓</td>
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<tr>
<td>More services and programmes for elderly</td>
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<td>✓</td>
<td>✓</td>
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<td>Community groups and programmes</td>
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<td>✓</td>
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<td>Unity and community cohesion</td>
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<tr>
<td>Recognition</td>
<td>✓</td>
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SECTION III
POVERTY IN NEVIS
6.0 THE NATURE OF POVERTY IN NEVIS

6.1 KEY FINDINGS OF THE SURVEY OF LIVING CONDITIONS AND SITUATIONAL ANALYSES

6.1.1 OVERVIEW

This section of the report provides estimates and main features of poverty in Nevis. As in the case of St. Kitts, the quantification of poverty involves the aggregation of its occurrence into a single statistic, through the poverty line. The latter statistic is based on the consumption expenditure of households in Nevis, and purports to establish the minimum nutritional and other fundamental requirements of living for households on that island. Those able to afford this expenditure are non-poor and those not able to do so are poor.

As was the case in St. Kitts, the section reports also on the perspectives of selected poor communities in Nevis and provides insights into the thinking of some section of society on the island of Nevis. The CSA complements the SLC, and the quantitative indicators of poverty that the latter provides. On the other hand, there are situations in which the CSA contradicts information generated by the SLC, or runs counter to official views on the factors. This does not render the CSA any less relevant for the present purposes. The information for the CSA was derived from interviews from four communities in Nevis that were selected on the basis of discussion between the TOC and the NAT in Nevis. These communities were:

- Bath
- Brownhill
- Cotton Ground
- Rawlins

While the responses of members in communities were non-random and open-ended, the information generated has considerable relevance in understanding social reality: perception of respondents, even though selected in a non-random process of focus groups, is no less real in social analysis. Moreover, there are issues which are not addressed by the SLC, and on which the CSA provides the sole source of information. Discussions were also held with a number of poor persons in their own homes in each of these communities. The result of the two approaches in the use of the SLC and of the CSA results in the detailing of the macro, meso and micro components of poverty from the economy and society to the people at the lowest end of the income scale in Nevis. Where statistical data are presented, they derive from the SLC. Qualitative information was derived from the CSA, and the text attempts to indicate always the source of the information supporting the discussion.
6.1.2 ORIGINS AND CAUSES

Material deprivation in Nevis has its roots in the historical circumstances of the society. This has to do with its place in the international economic order as well as the nature of the internal productive and social arrangements that followed from this fact. The production of sugar dominated economic activities in the earliest colonial history of Nevis. Subsequently, production of cash crops for markets in St. Kitts and for subregional markets, as well as cotton production became the dominant activities. As a small primary producer in the international market, Nevis was subject to the vagaries of the terms of trade along with weather and other natural hazards. This was the structural context within which material poverty was generated and has been perpetuated.

Growth in the economy of Nevis was initiated later than in St. Kitts. Some limited diversification has taken place, since the late 1980s as off-shore finance and tourism sparked increased activity on the island. While many Nevisians have been able to take advantage of new opportunities, there remain large numbers who are ill equipped to participate in those activities, or in the more rewarding areas of economic activity.

6.1.3 MAGNITUDE: ESTIMATES OF POVERTY IN NEVIS

The survey data reveals that 32 percent, or a little less than 1 in three individuals in Nevis were poor. They could not secure a monthly expenditure which was the cost of meeting their minimal food and other basic requirements. The poverty line was estimated at EC$328.41 per month. Poor households comprised 16 percent of the total number of households on the island. At the same time, 17 percent of all individuals were found to be extremely poor or indigent. Their monthly expenditures were less than the cost of satisfying their minimal requirements for food - EC$204.00 per month. Their households comprised five percent of the total number of households on the island. The response rate for Nevis was 55 percent. Table 6.1 shows the prevalence of poverty in Nevis, St. Kitts and a number of other Caribbean territories. Figure 6.1 illustrates graphically the Caribbean situation. The Box below provides a summary of key estimates on the poverty situation of Nevis.
Table 6.1: Percent of Population Poor, Selected Caribbean Territories

<table>
<thead>
<tr>
<th>Country</th>
<th>% of Population Poor</th>
<th>% Indigent</th>
</tr>
</thead>
<tbody>
<tr>
<td>St. Kitts</td>
<td>30.5</td>
<td>11.0</td>
</tr>
<tr>
<td>Nevis</td>
<td>32.0</td>
<td>17.0</td>
</tr>
<tr>
<td>Belize</td>
<td>33.0</td>
<td>13.4</td>
</tr>
<tr>
<td>St. Lucia</td>
<td>25.1</td>
<td>7.1</td>
</tr>
<tr>
<td>Grenada</td>
<td>32.1</td>
<td>13.0</td>
</tr>
<tr>
<td>St. Vincent and the Grenadines</td>
<td>37.5</td>
<td>25.7</td>
</tr>
<tr>
<td>Turks and Caicos</td>
<td>26.0</td>
<td>3.2</td>
</tr>
</tbody>
</table>

Source: CDB Poverty Assessment Reports, St. Lucia, Belize, Grenada, St. Vincent, Turks and Caicos Islands, 1995-1999

Figure 6.1: Poverty in the Commonwealth Caribbean
<table>
<thead>
<tr>
<th>Category</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Poor Individuals</td>
<td>32.0</td>
</tr>
<tr>
<td>Poor Households</td>
<td></td>
</tr>
<tr>
<td>Indigent Individuals</td>
<td>17.0</td>
</tr>
<tr>
<td>Indigent Households</td>
<td>8.1</td>
</tr>
<tr>
<td>Poor under 25 years of age</td>
<td>58.0</td>
</tr>
<tr>
<td>Percentage of Poor, Male</td>
<td>37.4</td>
</tr>
<tr>
<td>Percentage of Poor, Female</td>
<td>62.6</td>
</tr>
<tr>
<td>Percentage of Males Poor of all Males</td>
<td>26.0</td>
</tr>
<tr>
<td>Percentage of Females Poor of all Females</td>
<td>36.0</td>
</tr>
<tr>
<td>Unemployment Rate Among Poor</td>
<td>5.0</td>
</tr>
<tr>
<td>Unemployment Rate Among Poor Men</td>
<td>0.0</td>
</tr>
<tr>
<td>Unemployment Rate Among Poor Women</td>
<td>11.1</td>
</tr>
<tr>
<td>Percent of Household Heads in Elementary and Low Level Occupations</td>
<td>94.0</td>
</tr>
<tr>
<td>Percentage of Employed Poor in 15-19 Age Group</td>
<td>28.0</td>
</tr>
<tr>
<td>Percentage of Employed Non-Poor in 15-19 Age Group</td>
<td>16.9</td>
</tr>
<tr>
<td>Percentage of Poor in Labour Force and with no Educational Certification</td>
<td>37.0</td>
</tr>
<tr>
<td>Percent of Poor in Ill-Health</td>
<td>13.0</td>
</tr>
<tr>
<td>Poor in Wooden Dwellings</td>
<td>12.5</td>
</tr>
<tr>
<td>Poor with Outdoor Kitchens</td>
<td>4.2</td>
</tr>
<tr>
<td>Poor with Pit Latrines</td>
<td>30.5</td>
</tr>
<tr>
<td>Poor with Outdoor Baths</td>
<td>20.8</td>
</tr>
</tbody>
</table>

The poverty gap and the severity of poverty for each parish and the entire island are shown in Table 6.2. The index for Nevis is comparable with much of the Commonwealth Caribbean for which studies have been conducted recently. In a relative sense, less is required in the transfer of resources to bring the poor up to the poverty line in Nevis. The Gini measure of inequality is also lower than in most other countries, and lower than in St. Kitts. Poverty in Nevis is not the most severe in the Caribbean therefore.
Table 6.2: The Poverty Gap and the FGT2 Index by Parish

<table>
<thead>
<tr>
<th>Parish</th>
<th>Percentage Poor</th>
<th>Poverty Gap</th>
<th>Poverty Severity</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Individual</td>
<td>Household</td>
</tr>
<tr>
<td>ALL NEVIS</td>
<td>31.5</td>
<td>7.194</td>
<td>2.798</td>
</tr>
<tr>
<td>ST. PAUL - CHARLESTOWN</td>
<td>-</td>
<td>0.00</td>
<td>0.000</td>
</tr>
<tr>
<td>ST. JOHN - FIGTREE</td>
<td>25.6</td>
<td>8.95</td>
<td>3.110</td>
</tr>
<tr>
<td>ST. GEORGE - GINGERLAND</td>
<td>42.1</td>
<td>10.041</td>
<td>4.700</td>
</tr>
<tr>
<td>ST. THOMAS - LOWLAND</td>
<td>37.3</td>
<td>3.714</td>
<td>1.557</td>
</tr>
<tr>
<td>ST. JAMES - WINDWARD</td>
<td>27.8</td>
<td>5.020</td>
<td>1.570</td>
</tr>
</tbody>
</table>

Gini for Nevis: 0.3665

Consistently with previous studies the Poverty and Severity Gaps reported for households also.

6.1.4 Community Perspectives on Wealth, Poverty and the Experience of Poverty

Informants were asked to identify the factors that were most responsible for poverty in their communities. Work related problems were the more significant of those identified, including unemployment and irregularity of work. The closure of the Four Seasons Hotel for repairs following the hurricane, had had a negative impact on employment. However, there was also a problem of laziness and unwillingness to work that, allegedly explained unemployment among the youth.

Lack of qualifications and low level of education were also posing a problem for some of the people in these communities. Functional illiteracy and limited knowledge and skills rendered them unemployable. Linked to this and mentioned by several of those who were involved in the CSAs is a crisis in self-esteem, in self confidence and motivation and high levels of dependency displayed by many.

Heavy emigration in earlier years had robbed the communities of some of their people. Traditionally, Nevisians had been forced to go to St. Kitts in search of a better life, and many had had to leave the country entirely. Emigration had depleted households and contributed to the high incidence of households in which there were no fathers present to provide financial and emotional support. It was suggested that some households fell into poverty when women found themselves abandoned by their mates who had migrated. There was evidence of reverse migration, with the influx of persons seeking to establish themselves in Nevis and competing for employment with Nevisians: it was alleged that the immigrants took the names of persons on tomb-stones in establishing putative rights to citizenship in Nevis.

Involvement in drugs was also emerging as a problem in Nevis, with some of the youth succumbing to drug use. Housing conditions were another issue faced in the communities as the increasing price of land made it difficult for families to acquire homes.
Respondents also identified as contributing to poverty the absence of organised community groups and neglect and lack of assistance by government in providing facilities and services, and in mobilising and organising community development activities.

In Nevis, people were reluctant to label their communities as poor because of the stigma attached to being poor and the perception that their communities are regarded as “bad,” associated with crime and other illegal activities, and are neglected and shunned.

In Nevis:

“People in Cotton Ground do not think of themselves as being poor”

In Rawlins some agreed that:

“Yes there are pockets of poverty due to unemployment, low paying jobs and below standard housing”

At the same time some people were of the view that appearances alone cannot be used to decide who is poor and that once people can survive then they are not poor.

“Never mind how some of them look and how they carry themselves, a lot of them have it”

“You can’t say who is poor because some people have a big book but live poor”

“You can’t look at how people live and say they poor, most people are not poor, they can survive”

However, individuals who are living in poverty know what it means to be poor. For them being poor is:

“No money to buy breakfast, lunch or dinner”

“Being poorer than poor”

“When your income can’t meet your expenses”

“Low Wages”

“Being poor in pocket”
And according to some of them,

“Poverty is a curse”

At the same time several individuals commented on the fact that they had inherited poverty and that they and their children would probably always be poor.

“I living in poverty since ah born”

“From creation ah come and meet them (her family) poor and they dead poor, is the same with me and my children”

“I had no school books, sometimes when I come from school no lunch, is the same with my children”

“I poor yes, but it don’t make me feel any different cause I not used to riches”

6.1.4.1 Women

A large number of women in the selected communities were single parents with several children and some were heads of extended family households as well. These women function as both father and mother and have total responsibility for providing and caring for their children and sometimes for other family members as well.

Data from other studies show that the level of poverty is higher among single parent, female-headed households, that these households are more likely to experience persistent poverty, and that for them, poverty lasts longer and is more severe. A common experience among women in the communities studied is:

“Being left with children to feed and no support, monetary or otherwise from their fathers”

Single mothers usually have less access to money because of unemployment or being employed in low-paying jobs. A significant number of women in the communities studied are unemployed, under-employed or employed in low paying jobs and to make ends meet some of them work at two or three jobs. In spite of this many of them still find it difficult to meet the basic needs of their families and several commented on the fact that this prevents them from spending time with their children.

“Sometimes you have to hold down two and three jobs and you still cannot see your way”
Yet, there is general recognition, including among poor women, that the acquisition of education and training is essential for escaping poverty:

“We would like some evening classes”

To these women poverty means:

“Having to struggle too hard to get what you want”

“Taking any kind of work to help the situation”

Among these women the sense of helplessness and hopelessness is very strong:

“You cannot do what you want to do.”

“I don’t have any body I can ask for something, I don’t even have anything I can sell”

In one of the communities during the focus group discussion one woman asked:

"What have I done to be so poor?"

Several of the women in these communities are also unwell. Several are obese and suffer from diabetes, hypertension and heart problems. At the same time family planning programmes and messages about the use of contraceptives appear not to have any significant impact on attitudes to child bearing. For example, one twenty year old mother of three was quite emphatic about not using contraceptives:

“Me. I not using no contraceptives, not me and that, I going make as much children as God give me.

Another older woman had stopped using contraceptives because of negative side effects

“Since I tie my tubes I always sick”

6.1.4.2 Children

According to information collected in the CSA, in Nevis children are the group most hurt by poverty. Poor children are part of large, extended, three generation, grandmother-headed families. In some cases the mothers of these children are not only very young, but are either unemployed or are working in low paying jobs for meagre wages. Their inability to provide for
their children not only ensures poverty in the present, but also puts children at risk of poverty in their later lives. In addition there was evidence to show that many of these children suffer from neglect and do not receive proper care. For example, three such young children, a baby of three months, and two others under three years of age, are regularly left in the house alone by their mother.

Inadequate food and healthcare, as well as poor attendance at school, result in limiting potential for the future. In some cases children miss school because their mothers cannot afford to send them every day. In others,

“Some children have to stay home from school to look after younger ones while the mother goes out to work”

But there are also children who are sent to school but do not go.

“He is fourteen but he won’t stay in school, I box and kick him down but he won’t change, a whole month he don’t go to school”

In terms of health care, several children in poor households in the communities surveyed were alleged to suffer from a variety of illnesses including asthma, tonsillitis, and other respiratory tract infections. There was also a child with epilepsy, a three year old child who could not speak clearly, who was not attending any nursery or pre-school or receiving any special attention or therapy to help increase his ability to speak or communicate clearly. There was also an eighteen month old child with a growth on his cheek that needed to removed, but according to his young, sixteen year mother,

“I ent have no money to get it cut, so it have to stay so”

6.1.4.3 Elderly

In several of the communities surveyed, people expressed the view that after children and women, elderly persons were the ones most affected by poverty. In many cases, elderly people in these communities are not only neglected and in need, but they seldom have opportunities to voice their concerns or fears. Information collected during the CSAs suggests that elderly persons are not receiving the care and attention that they need and deserve. As a result their living conditions are unacceptable, their health is poor, and there is dissatisfaction with their general well being. They feel discarded and lonely.

“No provision is made for retirees or persons who were self employed”
“No pension”

While some do receive social security they all said that it is too little and couldn’t buy much, and some were frustrated and disillusioned by the application process.

“Don’t talk about social security. You have to answer all kinds of questions and you still not qualify”

“Things too expensive”

“Government should give food stamps to poor people”

Insufficient money prevents the elderly from securing good health care, and from eating properly. Some illnesses or chronic conditions relating to aging require daily medication or supplements, which they are unable afford. While there are government social services, they are sometimes unable to access them for lack of resources.

“Too many nights I go to sleep without a bite”

“Sometimes I don’t have anything to cook”

“Sometimes ah don’t even have a dollar to catch the bus”

“It hard to walk so far to the health centre”

While the majority of older persons do have children, grandchildren and other relatives, often the latter are not providing care for them. As a result many of the elderly described their feelings of isolation, loneliness and a sense of being neglected and abandoned.

“The children say they have their own life to live”

“Young people and children have no respect”

“Old people are not recognised”

“There is need for a senior citizens home, even a daycare centre.”
6.1.4.4 Men

Much of the work on poverty focuses on the plight of women. Men are often seen as contributing to the disadvantages suffered by women and children. Thus, the difficulties experienced by men in poverty are often ignored. The Focus Group Discussions provided opportunities for men to share and reflect on their experience of being poor.

“Poverty means not having proper shoes on my feet. My shoes begging bread”

“Is a hard life, poverty get me where I is today”

Like poor women, poor men also had low levels of education, lacked marketable skills and were unemployed and unemployable.

“There are no job opportunities, people don’t see when you checking for work, but they see when you not working”

“I do sideline jobs with friends, they pay me for my help”

Being poor has severely eroded the self-esteem of many men and undermined their manhood. It affects their ability to provide for their families, and makes them feel inferior and inadequate. It also affects their relations with women and with their children and often leads to broken relationships and breakdown in family life.

“Women always want money and if there is a child it is worse, the children always want something”

“Can’t see your children because of some quarrel or argument with their mother over money”

“When you have nothing to give them, seeing them still worse”

“Women need too much money and they too disgusting”

“I had to decrease the number of women I had and try not to get mix up with the cantankerous ones

“The situation could drive men crazy, and cause families to break up”
6.1.4.5 Youth

Like their counterparts in St. Kitts, young people in selected communities in Nevis identified several factors that contribute to their state of poverty and suggested what could be done to improve their situation.

“Not having cable TV and a phone”

“We would like a library with books that we can use”

“Finding employment is a major problem”

“The youth going astray, not seeking anything, they watch TV and are caught up in negative things”

Several adults commented on the fact that many young people did not have or show respect for older people. But some of the youth were of the view that:

“The adults down trod the younger ones when they try to achieve something”

Although there were some people who felt that some poor people were just too lazy and did not make an effort to get out of poverty, in several cases some of the people interviewed not only appeared to have lost all hope but also appeared to have no aspirations or ideas about how or what they could do to improve the conditions under which they lived.

6.1.5 Characteristics of the Poor in Nevis

6.1.5.1 Age

Table 6.3 shows the relationship between poverty and age in Nevis. One of the demographic features of Caribbean poverty is the preponderance of persons less than 25 years of age among those living below the poverty line. Nevis proved to be no exception to this rule. In this instance 58 percent of the poor were below the age of 25: the difference between the poor and non-poor in respect of age was significant according to the Chi-square test. At the other end of the age distribution, 6.9 percent of poor were 60 years or older. These comprised 11 percent of all persons aged 65 years and over on the island (See also Tables 1 and 2, Appendix III).

High fertility tends to characterize the situation of poor women. They face a vastly different opportunity profile from that faced by the non-poor. Very often, a fatalistic mind set pervades the thinking of poor persons. The propensity to larger families on the part of poor women in Nevis
is demonstrated by the fact that children 0-14 make up 37 percent of the poor as opposed to 25 percent of the non-poor.

Also of interest in this regard is the greater decline in fertility among poor women that seems to have occurred in Nevis during the past ten years. This is reflected in the decline in the size of the five-year age cohort between 5-9 and 0-4. In the case of St. Kitts this reflects a three percent decline in fertility. In the case of Nevis the decline is of the magnitude of 26 percent. Fertility behaviour among poor women over the next decade will establish whether these figures reveal a long-term trend that would eventually lead to some kind of demographic transition or whether the movements captured by these figures are exceptional. Figure 6.2 gives the population pyramid for Nevis based on the data in the sample.
FIGURE 6.2: NEVIS POPULATION PYRAMID

- 55 years and over
- 35 to 54 years
- 15 to 34 years
- 0 to 14 years

Female
Male
Table 6.3: Poverty by Age, Nevis

<table>
<thead>
<tr>
<th>Age Distribution</th>
<th>Socio-Economic Status</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Poor</td>
<td>Non-Poor</td>
</tr>
<tr>
<td>0-4 Years</td>
<td>10.7</td>
<td>5.3</td>
</tr>
<tr>
<td>5-9 Years</td>
<td>14.5</td>
<td>7.4</td>
</tr>
<tr>
<td>10-14 Years</td>
<td>12.2</td>
<td>6.3</td>
</tr>
<tr>
<td>15-19 Years</td>
<td>9.2</td>
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<td>20-24 Years</td>
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<td>25-29 Years</td>
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<td>40-44 Years</td>
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</tr>
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<td>50-54 Years</td>
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<td>55-59 Years</td>
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<td>60-64 Years</td>
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<td>6.0</td>
</tr>
<tr>
<td>65 and Over</td>
<td>6.1</td>
<td>16.1</td>
</tr>
<tr>
<td>Not Stated</td>
<td></td>
<td>0.7</td>
</tr>
<tr>
<td>Total</td>
<td>100.0</td>
<td>100.0</td>
</tr>
<tr>
<td>No.</td>
<td>131</td>
<td>285</td>
</tr>
</tbody>
</table>

6.1.5.2 Gender

Males accounted for 45.0 percent of the total population of Nevis while females accounted for 55.0 percent. Among poor persons, males accounted for 37.4 percent of the population and females 62.6 percent. This distribution indicates that being female increased an individual's chances of being poor. Of all the males of the island, some 26 percent lived below the poverty line while 36 percent of all females were poor. The difference was significant as can be seen in Table 6.4 and the Chi-square test for Table 2, Appendix IV, and in Table 5, Appendix III.

Table 6.4: Socio-economic Status by Gender, Nevis

<table>
<thead>
<tr>
<th>Gender</th>
<th>Poor</th>
<th>Non-poor</th>
<th>Total Population</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Within Socio-economic status</td>
<td>Within gender</td>
<td>Within Socio-economic status</td>
<td>Within gender</td>
</tr>
<tr>
<td>Male</td>
<td>37.4</td>
<td>26.0</td>
<td>48.4</td>
<td>74.0</td>
</tr>
<tr>
<td>Female</td>
<td>62.6</td>
<td>36.0</td>
<td>51.6</td>
<td>64.0</td>
</tr>
<tr>
<td>Total</td>
<td>100 (n=131)</td>
<td>32.0</td>
<td>100 (n=285)</td>
<td>68.0</td>
</tr>
</tbody>
</table>
6.1.5.3 Ethnicity

The ethnic mix of Nevis appears to be slightly more diverse than that of St. Kitts. Whereas persons of African stock comprise 96 percent of the population of the latter, they make up 87 percent of the population of the former. Besides persons of African descent, the rest of the population is made up of persons of East Indian (2.4%), European (1%) a group classified as ‘Mixed’ (6.5%) and another categorised as ‘Other’ (7.9%).

Persons of African descent make up the vast majority of the poor, as they do the non-poor. Among poor persons those of African descent amount to 87 percent. Persons from the ‘Mixed’ and ‘Other’ grouping made up 4.6 and 5.3 percent respectively of the poor (See also the quintile distribution in Table 2, Appendix III). The number and the distribution of non-Nevisians by nationality was too small to make any inferences (See Table 3, Appendix IV).

6.1.5.4 Household Headship

This section of the report examines the characteristics of household heads and the relationship to socio-economic status. Household headship has a considerable influence on the life chances of individuals in the household. Interventions to break the cycle of intergenerational poverty often require a focus on the head of the household. Table 6.5 provides data on the relationship between age and household headship.

Not unexpectedly, the incidence of headship increases from the early adult years and display a peak in the 35-39 age group across the socio-economic grouping, and then again in the 65+ age group, because this latter group is an amalgamation of more than one age group. Nonetheless, the higher figures in this terminal age category also point to the importance of age as a determinant of headship, especially in denuded households where there are children and grand parents with the latter responsible for the former on the emigration of their parents.

One feature of the distribution of poor household heads that sets it apart from the non-poor is the concentration of over 60% as opposed to 31.5% of heads of households with the age category 30-44 years old. Headship appears to be more heavily concentrated in the older age groups in the non-poor group - 42.7% as opposed to 20.9% among poor household heads.

Household heads are, and are expected to be the bread-winners or major contributors of resources to the household. Thus, their labour force participation rates tend to be high. Nevis was no exception. Among poor males the rate was 85 percent, while among poor females it was 82 percent. The corresponding percentages among non-poor males and females were 83 percent and 56 percent respectively. The labour force characteristics of household heads are shown in Table 6.6.
Table 6.5: Household Heads by Age and Socio-Economic Status, Nevis

<table>
<thead>
<tr>
<th>Age Distribution</th>
<th>All</th>
<th></th>
<th>Poor</th>
<th>Non-poor</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>15-19</td>
<td>0.7</td>
<td>-</td>
<td>0.8</td>
</tr>
<tr>
<td></td>
<td>20-24</td>
<td>0.7</td>
<td>-</td>
<td>0.8</td>
</tr>
<tr>
<td></td>
<td>25-29</td>
<td>4.1</td>
<td>4.2</td>
<td>4.0</td>
</tr>
<tr>
<td></td>
<td>30-34</td>
<td>8.8</td>
<td>16.7</td>
<td>7.3</td>
</tr>
<tr>
<td></td>
<td>35-39</td>
<td>16.2</td>
<td>25.0</td>
<td>14.5</td>
</tr>
<tr>
<td></td>
<td>40-44</td>
<td>11.5</td>
<td>20.8</td>
<td>9.7</td>
</tr>
<tr>
<td></td>
<td>45-49</td>
<td>12.8</td>
<td>12.5</td>
<td>12.9</td>
</tr>
<tr>
<td></td>
<td>50-54</td>
<td>6.1</td>
<td>-</td>
<td>7.3</td>
</tr>
<tr>
<td></td>
<td>55-59</td>
<td>5.4</td>
<td>4.2</td>
<td>5.6</td>
</tr>
<tr>
<td></td>
<td>60-64</td>
<td>8.8</td>
<td>4.2</td>
<td>9.7</td>
</tr>
<tr>
<td></td>
<td>65+</td>
<td>25.0</td>
<td>12.5</td>
<td>27.4</td>
</tr>
<tr>
<td>Total</td>
<td>%</td>
<td>100.0</td>
<td>100.0</td>
<td>100.0</td>
</tr>
<tr>
<td>No.</td>
<td>148</td>
<td>24</td>
<td>124</td>
<td></td>
</tr>
</tbody>
</table>

Table 6.6: Labour Force and Employment Status of Household Heads by Gender and Socio-Economic Status, Nevis

<table>
<thead>
<tr>
<th></th>
<th>% Poor</th>
<th>% Non-poor</th>
<th></th>
<th>% Poor</th>
<th>% Non-poor</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Male</td>
<td>Female</td>
<td>Total</td>
<td>Male</td>
<td>Female</td>
</tr>
<tr>
<td>Employed</td>
<td>100.0</td>
<td>88.9</td>
<td>94.7</td>
<td>96.6</td>
<td>86.7</td>
</tr>
<tr>
<td>Unemployment Rate</td>
<td>-</td>
<td>11.1</td>
<td>5.0</td>
<td>13.3</td>
<td>3.7</td>
</tr>
<tr>
<td>Total</td>
<td>%</td>
<td>100</td>
<td>100</td>
<td>100</td>
<td>100</td>
</tr>
<tr>
<td>No.</td>
<td>11</td>
<td>9</td>
<td>20</td>
<td>58</td>
<td>30</td>
</tr>
<tr>
<td></td>
<td>Participant</td>
<td>84.6</td>
<td>81.8</td>
<td>83.3</td>
<td>82.9</td>
</tr>
<tr>
<td></td>
<td>Non-Participant</td>
<td>15.4</td>
<td>18.2</td>
<td>16.7</td>
<td>17.1</td>
</tr>
<tr>
<td>Total</td>
<td>%</td>
<td>100</td>
<td>100</td>
<td>100</td>
<td>100</td>
</tr>
<tr>
<td>No.</td>
<td>13</td>
<td>11</td>
<td>24</td>
<td>70</td>
<td>54</td>
</tr>
</tbody>
</table>

Given the growth in the economy, Nevis has become a high employment society, reflected in the generally low rates of unemployment that prevail among household heads across socio-economic groupings. The phenomenon of the ‘working poor’ is also given expression in the low rates of unemployment among poor household heads. However, it should be pointed out that there was
an unemployment rate of 11 percent among poor female household heads. This is in keeping with the greater propensity to unemployment and poverty usually associated with females and female heads of households. The highest rates of unemployment were however, to be found among non-poor males. They had a rate of 13.3 percent, which may reflect their greater ability to “afford” unemployment while they engage in job-search for what they regard as appropriate employment. Generally, though, there was no difference between the poor and non-poor in employment status (See Table 4, Appendix IV and Chi-square test).

Table 6.7: Distribution of Poor Female-headed Households by Parish, Nevis

<table>
<thead>
<tr>
<th>Parish</th>
<th>% Poor Female-headed Households found in parish</th>
</tr>
</thead>
<tbody>
<tr>
<td>St. John</td>
<td>16.7</td>
</tr>
<tr>
<td>St. George</td>
<td>19.6</td>
</tr>
<tr>
<td>St. Thomas</td>
<td>20</td>
</tr>
<tr>
<td>St. James</td>
<td>15</td>
</tr>
<tr>
<td>Total</td>
<td>% 100.0</td>
</tr>
<tr>
<td>No.</td>
<td>24</td>
</tr>
</tbody>
</table>

Table 6.8: Poor Heads by Occupation and Gender, Nevis

<table>
<thead>
<tr>
<th>Occupation</th>
<th>% Male</th>
<th>% Female</th>
<th>%Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Legislator/Manager</td>
<td>10.0</td>
<td>-</td>
<td>5.6</td>
</tr>
<tr>
<td>Service/Sales</td>
<td>-</td>
<td>75.0</td>
<td>33.3</td>
</tr>
<tr>
<td>Machine Operator</td>
<td>20.0</td>
<td>-</td>
<td>11.1</td>
</tr>
<tr>
<td>Skilled Agricultural</td>
<td>20.0</td>
<td>-</td>
<td>11.1</td>
</tr>
<tr>
<td>Craft</td>
<td>40.0</td>
<td>12.5</td>
<td>27.8</td>
</tr>
<tr>
<td>Elementary</td>
<td>10.0</td>
<td>12.5</td>
<td>11.1</td>
</tr>
<tr>
<td>Total</td>
<td>% 100.0</td>
<td>100.0</td>
<td>100.0</td>
</tr>
<tr>
<td>No.</td>
<td>10</td>
<td>8</td>
<td>18</td>
</tr>
</tbody>
</table>

Table 6.8 shows the distribution of poor households heads by occupation and gender. Poor household heads tended to be concentrated in the lower occupational groupings. The vast majority (94 percent) of poor household heads were involved in Craft, Elementary, Machine Operator, Skilled Agricultural or Service/Sales.
These are occupations that require relatively low skill and educational levels.Occupationally most of the poor employed female heads, 75 percent, were involved in Service/Sales. This is a diverse occupational grouping comprised of occupations such as sales persons in retail shops and other commercial enterprises, fish vending, vending of domestic food crops, domestic service in private homes and the hospitality sector. Males on the other hand, were concentrated in Craft occupations. Forty percent of all poor male household heads were to be found in this occupational category. The category is made up of self-employed skilled artisans - carpenters, mechanics, tailors and other such tradesmen.

6.1.6 INTRAFAMILY RELATIONS

The island is undergoing rapid social change and this has impacted on household and family relations, within the context of the range of family types that have existed from time immemorial. Many households are single-parent female headed households, and there are extended households with three generation families consisting of a mother - an older woman - her children and grandchildren, who are usually children of her daughter or daughters. However, with the increase in employment opportunities, and with the need for grandmothers to work outside of the home, they have less time to devote to taking care of their grandchildren.

Some people pointed out that:

“Grandmothers don’t mind children like old time, most are young enough to work for themselves”

There is an apparent shift from the mores and disciplinary code of yesteryear, partly reflective of the social change.

“Parents don’t correct children”

“Mothers and daughters pregnant at the same time”

There is also a breakdown in communications between parents and children.

The irresponsibility of fathers towards their children was identified as a factor detracting from the quality of family life. This irresponsibility was not limited to single parent female-headed households but was evident in nuclear families as well. The general absence of a father figure is alleged to have adverse effects on children. One woman in Nevis, who was concerned about how this was affecting her daughter, explained.
“The father not here to spend time with them and it is affecting the eldest daughter. She talks about him often, but the boys don’t study him”

Although men’s irresponsibility and refusal to provide financial or emotional support for their children was the norm, in a few cases there was evidence of men who were acting as responsible fathers, even to children who were not their own but were those of the women with whom they were currently living.

Relationships between men and women were often characterised by conflicts, violence and abuse - physical as well as psychological and emotional abuse.

“Sometimes we fight and quarrel about the simplest things”

In Brown Hill, treatment of women was rated low on the Wheel of Well Being and while in Cotton Ground it was rated as average, during the community workshop some participants were of the view that:

“Some young men are very abusive to women and go on as if they are dogs”

At the same time there was a feeling that:

“Some women don’t respect themselves, they are very abusive just like the men”

People in Cotton Ground were also of the view that:

“Men today have less respect for women”

And that there was therefore a need for:

“Positive socialisation to combat gender inequality”

At the same time some people in Bath felt that:

“Mothers should take more interest in their girl children and keep them off the road on evenings or else population will continue to grow and everything repeat itself”

It is instructive that similar comments were not made about the numbers of boys and young men who frequented the street and ‘limed’ at street corners, or about the men who fathered the
children of teenage girls, and about the consequences/implications of the attitudes and behaviours of males.

The data suggest that there are therefore significant differences in how men and women perceive and relate to each other as well as in role expectations and performance. They also raise the issue of gender socialisation and child rearing practices and suggest that these are important factors that contribute to the above. For example, during the focus group discussion with young people in Bath, mention was made of the fact that there are different rules and different behaviours expected for girls and boys.

“Girls have to get home early at night, but the boys can stay out longer”

“Girls need to dress with respect”

One of the male participants expressed strong views on the latter:

“My girlfriend would have to dress modestly at all times when she is leaving the house”

This group was also concerned about what they saw as the high degree of homosexuality among young people.

In Brown Hill in Nevis, there were those who felt that a woman’s job, her marital status and position in the community dictated the amount of respect that they are given. Some people were also of the view that while women were treated as objects and property, many accepted this situation and do not demand better.

A few people in Nevis as well as in St Kitts commented on the positive as well as on the negative effect of the woman’s movement on male/female relations:

“Women feel they better than us”

“Women are asserting their rights to equality and this has made the treatment of women and children better”

6.1.7 Geographic Distribution

The majority of the poor were found in the parish of St. George. This parish was home to two fifths of those living below the poverty line. St John followed next with 22 percent of the poor.
The parish of St. James had fifteen percent of the poor. None of those who lived below the poverty line resided in the parish of St. Paul. This distribution is depicted in Table 6.9.

When the parishes are examined from the standpoint of density, or the proportion of its population that is poor, a slightly different picture emerges. St. George is outstanding in this regard; 42 percent of its population lives below the poverty line. St. Thomas follows this, with 37 percent of its population living in poverty. St. James and St. John followed with 28 percent and 26 percent of their population being made up of persons living below the poverty line.

### Table 6.9: Poverty Estimates by Parish - Nevis

<table>
<thead>
<tr>
<th>Parish</th>
<th>As a % of Poor Population</th>
<th>% of Parish Population</th>
<th>Sample No. from Parish</th>
</tr>
</thead>
<tbody>
<tr>
<td>St. Paul's</td>
<td>-</td>
<td>22.9</td>
<td>27</td>
</tr>
<tr>
<td>St. John</td>
<td>22.9</td>
<td>25.6</td>
<td>117</td>
</tr>
<tr>
<td>St. George</td>
<td>42.7</td>
<td>42.0</td>
<td>133</td>
</tr>
<tr>
<td>St. Thomas</td>
<td>19.1</td>
<td>37.3</td>
<td>67</td>
</tr>
<tr>
<td>St. James</td>
<td>15.3</td>
<td>27.7</td>
<td>72</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>% 100</td>
<td>32.0</td>
<td>416</td>
</tr>
</tbody>
</table>

#### 6.1.8 Labour Force Activity

In this section of the report we examine the labour force characteristics of the poor. In this regard we look at the labour force participation rate, employment, unemployment and the occupational distribution of the poor.

An unemployment rate of 8.6 percent was found in the survey data for Nevis. This rate is unusually low by Caribbean standards. However, the survey figures are supported by official labour force statistics, which consistently report unemployment levels in the wider St. Kitts/Nevis economy of less than 10%. More than 85 percent of the lowest quintile worked in excess of 35 hours per week (See Table 7, Appendix III).

In recent years, Nevis has experienced a reverse migration trend and now imports labour, in the main, to service its service sector. There is now an influx of migrants who because there is a high demand for labour, come from less well-off Caribbean territories in search of work. The following case studies are illustrative of this new trend.
CASE STUDY 1: NATALEE THOMAS, CAYON DISTRICT

Natalee Thomas is the wife of a Guyanese national who has come to live in St. Kitts on a contract with the St. Kitts Sugar Manufacturing Co. He is a welder by trade, but started coming to SKN as a cutter of sugar cane in 1996. In 1997 he was recruited by a representative of SSMC.

Natalee joined her husband one year ago. She has three children, one of whom was left in Guyana with her husband’s parents. In addition to the immediate family, the husband’s cousin also lives in the house. He is a young man who has come to SKN as a cane cutter. This is his third visit and he has been contracted to cut cane for six months, beginning in February.

The house is a wooden shack with one bedroom and a second room, which serves as a living room. The kitchen and bathroom facilities are outside. Piped water is in the yard outside and the house has electricity. The living room is adorned with a 27 inch television, a stereogram, and a fridge. There is also a telephone. There is a living room suite that appears to serve as a bed.

CASE STUDY 2: MARIA MUSCHETT

Maria is a 46-year-old immigrant from the Dominican Republic who has lived in St. Kitts/Nevis for eight years. Her father was Kittitian. He emigrated to the DR to work as a tradesman on a sugar estate. Her mother was a housewife. She bore 10 children for Maria’s father. Maria attended school up to lower secondary school. She dropped out and attended ‘Sunday School’ for two years. When she was 27 she got married to a man whose father was also from St. Kitts. She then emigrated to the Virgin Islands where she worked. In the meantime her husband emigrated to St. Kitts to work as a welder on the sugar estate. After he had spent two years here she joined him from the Virgin Islands.

As in St. Kitts, the low rates of unemployment suggest that the poor in Nevis are not poor because they lack employment. Their poverty is due rather to the level of their wages relative to the cost of living. Moreover, the cost of living in Nevis is higher than in St. Kitts, since imports have to be transshipped from St. Kitts to Nevis, thereby incurring additional transports costs. As in the case of Jamaica one can expect to find therefore a substantial group of working poor in the labour force. This proposition is borne out by the survey data, which show that a mere 6.6 percent of the poor in Nevis was unemployed. This means that 93.4 percent of the poor in the labour force were employed. Many of these persons, although employed, lack basic educational certification or skills and are as a consequence confined to low-paying jobs that cannot afford them all of their basic needs.
One feature of the working poor is that they start their involvement in the labour force at an earlier age than the age at which the employed non-poor start their involvement. Data from the Survey of Living Conditions in Jamaica suggest that this is probably related to the fact that, on average, the poor spend fewer years in the formal educational system than the non-poor. While the small numbers prohibit detailed analysis of the employed poor in Nevis by age group, the data hint that this is the case in Nevis. Whereas persons between ages 15-24 comprise 28 percent of the employed poor, the corresponding figure for the non-poor is 16.9 percent.

Traditionally, the working poor in the Caribbean have tended to be restricted to a narrow band of occupations, characterized by low levels of skill and education and also offering low levels of remuneration. Data from Nevis indicate a somewhat more even distribution of the poor across the occupational spectrum than has been seen elsewhere. The greatest concentration of the employed poor was in the Service/Sales occupational grouping. Here some 33 percent of the employed poor were to be found.

The unimportance of agriculture is reflected in the low percentage of both the employed poor and non-poor that were found in this occupational category - 3.6 and 6.7 percent respectively. The island has switched almost completely from agriculture.

Another unusual finding for a Caribbean territory is the relatively high percentage of the employed poor that is found in the Clerical occupational grouping. As much as 18 percent of the employed poor made their living in this field of employment. The next most important occupational grouping was Craft. This group consists of skilled artisans (tradesmen), usually involved in own-account employment or small businesses. Approximately sixteen percent of the employed poor were involved in this activity (See Table 6.10).

<table>
<thead>
<tr>
<th>Occupation</th>
<th>Socio-economic Status</th>
<th>% of Working Poor</th>
<th>% of Working Non-Poor</th>
</tr>
</thead>
<tbody>
<tr>
<td>Legislator/ Manager</td>
<td>3.6</td>
<td>6.7</td>
<td></td>
</tr>
<tr>
<td>Professional</td>
<td>3.6</td>
<td>5.2</td>
<td></td>
</tr>
<tr>
<td>Technical</td>
<td>9.1</td>
<td>5.9</td>
<td></td>
</tr>
<tr>
<td>Clerical</td>
<td>18.2</td>
<td>8.9</td>
<td></td>
</tr>
<tr>
<td>Services/Sales</td>
<td>32.7</td>
<td>18.5</td>
<td></td>
</tr>
<tr>
<td>Skilled/Agricultural</td>
<td>3.6</td>
<td>6.7</td>
<td></td>
</tr>
<tr>
<td>Craft</td>
<td>16.4</td>
<td>28.1</td>
<td></td>
</tr>
<tr>
<td>Machine Operator</td>
<td>5.5</td>
<td>6.7</td>
<td></td>
</tr>
<tr>
<td>Elementary</td>
<td>3.6</td>
<td>10.4</td>
<td></td>
</tr>
<tr>
<td>Not Stated</td>
<td>3.6</td>
<td>3.0</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>No.</td>
<td>100</td>
<td>55</td>
<td>100</td>
</tr>
</tbody>
</table>

Table 6.10: Occupation by Socio-Economic Status, Nevis
6.1.8.1 Labour Force Activity and Educational Attainment

Educational attainment has considerable influence on labour force activity. Because of earlier labour market entry, the working poor have less formal educational system than the non-poor and usually lack meaningful educational certification. Tables 6.11 and 6.12 add credence to this hypothesis. The employed poor had higher percentages in the lower levels of the educational system: 87.0 percent of the poor as opposed to 77.0 percent of the non-poor had up to secondary school education. On the other hand the non-poor had higher percentages in the upper levels of the educational system.

**Table 6.11: Highest Level of Education Employed Labour Force by Socio-Economic Statistics, Nevis**

<table>
<thead>
<tr>
<th></th>
<th>Primary</th>
<th>Secondary</th>
<th>Post Secondary</th>
<th>University</th>
<th>Other</th>
<th>Not Stated</th>
<th>Total No.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Poor</td>
<td>33.3</td>
<td>53.7</td>
<td>5.6</td>
<td>3.7</td>
<td>3.7</td>
<td>-</td>
<td>100(n=54)</td>
</tr>
<tr>
<td>Non-Poor</td>
<td>30.1</td>
<td>46.9</td>
<td>6.3</td>
<td>6.3</td>
<td>10.5</td>
<td>-</td>
<td>100(n=143)</td>
</tr>
</tbody>
</table>

In the case of educational certification the data indicate fairly high levels without any certification among the employed poor and non-poor groups - 37 percent and 39.2 percent respectively. Among those with School Leaving, CXC Basic, GCE O/CXC General and A Levels the poor exceed the non-poor in terms of educational qualification.

This points to inequality of opportunity for training leading to certification in post A Level studies. A higher proportion of the non-poor are able to undertake studies that lead to Diplomas, Degrees and other forms of certification at this level - 22.4 percent of the non-poor as opposed to 9.3 percent of the poor.

**Table 6.12: Highest Examination Passed, the Employed Labour Force by Gender, Nevis**

<table>
<thead>
<tr>
<th></th>
<th>None</th>
<th>School Leaving</th>
<th>CXC Basic</th>
<th>GCE O/CXC General</th>
<th>A Levels</th>
<th>Diploma</th>
<th>Degree</th>
<th>Other</th>
<th>Total No.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Poor</td>
<td>37.0</td>
<td>22.2</td>
<td>11.1</td>
<td>13.1</td>
<td>7.4</td>
<td>3.7</td>
<td>1.9</td>
<td>3.7</td>
<td>100(n=54)</td>
</tr>
<tr>
<td>Non-Poor</td>
<td>39.2</td>
<td>18.2</td>
<td>7.7</td>
<td>11.9</td>
<td>0.7</td>
<td>9.8</td>
<td>4.9</td>
<td>7.7</td>
<td>100(n=143)</td>
</tr>
</tbody>
</table>

In terms of labour force participation, the data indicate higher rates of participation for the poor than the non-poor. In the case of the poor, the rate was 75.3 percent. In the case of the non-poor
it was 69.1 percent. When examined by Gender, the data indicate higher rates of participation for poor as well as non-poor men than for poor and non-poor women respectively. Non-poor women’s participation rate of 59.7 was the lowest of all of the categories.

Interestingly, a higher percentage of men had had no educational qualification, but a higher percentage of women had achieved certification at the secondary level (See Table 6, Appendix III). However, males tended to have a slight advantage in respect of tertiary level certification. The apparent similarity in education level attained by heads of households, irrespective of sex, may well mask certain changes taking place in the society (Compare Tables 6, 9, and 10, Appendix III). The experience elsewhere in the Caribbean suggests that women will achieve parity and then overtake men at the higher levels of training and education.

Table 6.13: Labour Force Participation by Socio-economic Status, Nevis

<table>
<thead>
<tr>
<th></th>
<th>Poor</th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
<td>Male</td>
<td>Female</td>
<td>Total</td>
<td>Male</td>
<td>Female</td>
</tr>
<tr>
<td>Participation Rates</td>
<td>75.3</td>
<td>78.8</td>
<td>72.9</td>
<td>69.1</td>
<td>79.3</td>
<td>59.7</td>
</tr>
<tr>
<td>No.</td>
<td>61</td>
<td>26</td>
<td>35</td>
<td>159</td>
<td>88</td>
<td>71</td>
</tr>
</tbody>
</table>

6.1.9 EMPLOYMENT AND INCOME CONCERNS

Tourism, Financial Services and Agriculture are the major contributors to the economy of Nevis. Even though a large number of persons from the selected communities worked in these sectors, a significant number of persons worked at a wide variety of other jobs including the construction trades.

Several people in the communities surveyed were involved in agriculture but on a small scale and some had backyard gardens from which they either sold or used the produce for home consumption. Animal husbandry and the rearing of small animals are also fairly common.

“There is still a fair amount of farming done, almost every house has a vegetable garden at the back or side and there are a lot of fruit trees”

However it was felt that:

“Extension workers need to give more assistance to farmers by becoming more involved in small scale farming”
Although the agriculture sector is not as vibrant as before, it still plays a vital role in the local economy and several individuals were of the view that people should go back to large-scale agriculture.

“Bath need more agriculture to help people. Government should give free land”

However, they also recognised that farmers faced several problems. Among these are the high cost of and the lack of access to arable land, destruction of crops by stray animals and insufficient assistance and support to farmers from the government.

“Land must be made available to people to do farming”

“Only hillside land the government giving for farming, and the monkeys and donkeys keep destroying the crops”

Fishing, and cleaning and processing of fish are also important income-earning activities. In Bath and Cotton Ground fishing is the major occupation and hobby of the majority of men. In Bath as well as in Cotton Ground there were attempts to form fishermen’s cooperatives but these have not been sustained. The fishing industry was also hit by the hurricane and fishermen suffered losses including fishing equipment.

“Hurricanes and bad weather interrupt fishing, fish pots were wiped out”

In terms of tourism, hotel occupancy and related activities, including tours and visits to historic sites contribute to the economy of the communities studied. As was pointed out in Rawlins, the closure of two major hotels, Caribbean Cove and Four Seasons following the recent hurricane, and the subsequent laying off of several workers have had serious repercussions on the level of employment and on the economy of several families.

“Look at Four Seasons, a lot of people from this community were working there and in other hotels as well, so more people in the community are now without a job”

“Nelson Spring in Cotton Ground and the museum in Bath.”

Although there was the feeling that more jobs were available now, and that unemployment was not high, several individuals commented on the high cost of living and on their inability to make ends meet. Sources of income were limited to small wages, and social security for the elderly. Remittances and barrels from relatives abroad were few and some people said that it was:
“Too much trouble to get boxes and barrels from overseas”.

As in St Kitts, the majority of adults in the households that were interviewed were women who were single parents and who were solely responsible for meeting the financial needs of their children. Many of them were either unemployed, employed in low skilled, low paying jobs, were petty traders or were occasional, part-time workers. Like their counterparts in St. Kitts they faced the same challenges of providing for their families on very small wages and sometimes with no steady income. Like them they are forced to credit from shops to feed their children and to work in more than one job in order to survive.

6.1.10 EDUCATION

As much as 45 percent of the population of Nevis not presently enrolled in school have no form of educational certification.

Although slightly higher in the poorer quintiles, this lack of educational certification among the mainly adult population is spread fairly evenly across the five major consumption groups into which the society can be divided. The exception to this is Quintile 3 in which the proportion with no certification is 53.2 percent. This is the highest proportion in all of the quintiles. This is shown in Table 6.14.

The Table shows that socio-economic status as measured by quintile is a good predictor of level of educational certification. Generally, persons who belong to Quintile 5 are more likely to have higher-level certification than those who belong to the less well off quintiles. The members of Quintiles 1 and 2 are more likely to have lower level certification such as School Leaving or CXC Basic than those of the either Quintiles 4 or 5. Gender aside, the difference between the poor and non-poor in respect of highest examination passed is significant (See Table 5, Appendix IV).
**Table 6.14: Highest examination passed by quintiles, Nevis**

<table>
<thead>
<tr>
<th>Quintiles</th>
<th>Poorest</th>
<th>II</th>
<th>III</th>
<th>IV</th>
<th>Richest</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>None</td>
<td>42.2</td>
<td>45.5</td>
<td>53.2</td>
<td>48.5</td>
<td>35.7</td>
<td>45.0</td>
</tr>
<tr>
<td>School Leaving</td>
<td>24.4</td>
<td>12.7</td>
<td>12.9</td>
<td>16.2</td>
<td>21.4</td>
<td>17.3</td>
</tr>
<tr>
<td>CXC Basic</td>
<td>11.1</td>
<td>7.3</td>
<td>6.5</td>
<td>4.4</td>
<td>5.7</td>
<td>6.7</td>
</tr>
<tr>
<td>GCE O/CXC 1-2</td>
<td>2.2</td>
<td>3.6</td>
<td>3.2</td>
<td>4.4</td>
<td>-</td>
<td>2.7</td>
</tr>
<tr>
<td>GCE O/CXC 3-4</td>
<td>4.4</td>
<td>5.5</td>
<td>3.2</td>
<td>1.5</td>
<td>5.7</td>
<td>4.0</td>
</tr>
<tr>
<td>GCE O/CXC 5+</td>
<td>2.2</td>
<td>-</td>
<td>-</td>
<td>1.5</td>
<td>2.9</td>
<td>1.3</td>
</tr>
<tr>
<td>GCE A 1-2</td>
<td>2.2</td>
<td>1.8</td>
<td>-</td>
<td>-</td>
<td>1.4</td>
<td>1.0</td>
</tr>
<tr>
<td>GCE A 3+</td>
<td>2.2</td>
<td>1.8</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>0.7</td>
</tr>
<tr>
<td>Diploma</td>
<td>2.2</td>
<td>5.5</td>
<td>4.8</td>
<td>10.3</td>
<td>8.6</td>
<td>6.7</td>
</tr>
<tr>
<td>Degree</td>
<td>2.2</td>
<td>-</td>
<td>3.2</td>
<td>2.9</td>
<td>7.1</td>
<td>3.3</td>
</tr>
<tr>
<td>Other</td>
<td>2.2</td>
<td>5.5</td>
<td>12.9</td>
<td>7.4</td>
<td>11.4</td>
<td>8.3</td>
</tr>
<tr>
<td>Not Stated</td>
<td>2.2</td>
<td>10.9</td>
<td>-</td>
<td>2.9</td>
<td>-</td>
<td>3.0</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>%</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td><strong>100.0</strong></td>
</tr>
<tr>
<td><strong>No.</strong></td>
<td>45</td>
<td>55</td>
<td>62</td>
<td>68</td>
<td>70</td>
<td>300</td>
</tr>
</tbody>
</table>
The country achieved universal secondary education enrolment only recently. Thus, there is a relatively large number of persons without educational certification across all quintiles. Even though there is universal access, the poor are still disadvantaged relatively in availing themselves of the opportunities. This is evident from the lower levels of certification in Quintile 1 that have been alluded to above.

One of the means through which poverty translates into lack of educational achievement is through an inadequacy of resources with which to acquire textbooks, and other requirements necessary for the learning process. When the variable ‘Have required texts’ was examined the following picture emerged. Less of the poor than the non-poor had exclusive use of textbooks. A greater proportion of the poor were forced to share and had no books whatsoever. Approximately 49 percent of the poor had exclusive use of textbooks as opposed to 69 percent of the non-poor. At the other end of the spectrum, twice the number of poor than non-poor, 34 percent and 17 percent respectively, had none of the required texts.

**Table 6.15: Have Required Text by Socio-Economic Status, Nevis**

<table>
<thead>
<tr>
<th>Socio-Economic Status</th>
<th>Have Required Texts</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Exclusive use Shares Some Books None NA Total</td>
<td></td>
</tr>
<tr>
<td>Poor</td>
<td>48.8 4.9 7.3 34.1 4.9</td>
<td>100</td>
</tr>
<tr>
<td></td>
<td>n=41</td>
<td></td>
</tr>
<tr>
<td>Non-poor</td>
<td>68.8 2.1 10.4 16.7 2.1</td>
<td>100</td>
</tr>
<tr>
<td></td>
<td>n=48</td>
<td></td>
</tr>
</tbody>
</table>

It is still not clear though that poverty is the cause of this situation. The data do not allow such a conclusion to be drawn. Not only are the numbers small, but most of the respondents who answered the question as to why the books were not acquired were categorised under the nondescript ‘Other’. Very few indicated ‘Finance’ as a reason, and most did not state whether textbooks were made available free at school (See Table 14, Appendix III).

### 6.1.11 Perspectives on Education

As in St. Kitts, people felt that education is essential. They also recognised that lack of education contributed to poverty, and that education is therefore an important factor in alleviating poverty. As in St. Kitts too, it was felt that females have made better use of educational opportunities and therefore have a higher level of education than males.
“Females capitalise more on educational opportunities”
“Level of education is higher among women than men”

The phenomenon of greater participation and higher performance of females in formal and non-formal education programmes and activities was mentioned by several people during the CSA. The lower levels of participation and the poor performance of males is a cause of concern for many governments in the region and some steps are being taken to identify contributing factors and to assess the implications for personal and national development.

In terms of poverty, there is need to examine this phenomenon in relation to the links between level of education and level of poverty, especially in the light of findings from this and other poverty studies that show that unemployment rates are higher among women and that women, especially single parent, heads of households are more likely to be living in and experiencing more severe/greater degrees of poverty than men are.

Some people were also of the view that there should be:

“A minimum educational standard for ministers of government”

In three of the communities there was concern about education for young people. In Cotton Ground it was felt that serious attention needed to be paid to:

“Schooling among teens”

and that there was a need for after school classes and for a vibrant skills training programme, to include training in technology. In Rawlins, young people expressed the need to educate the youth, especially the young men so as to:

“Cut out the vagabond behaviour”

and the need for:

“A proper tertiary facility with science labs and language centres, and a library with up-to-date facilities”

In addition to academic subjects there was also a call for revision and revival of Family Life Education and for sex education to be introduced as early as Grade 5 in Primary School.
On the whole there were few opportunities for adults to continue their education, and people also recognised that:

“More provisions are made for the education of children than for elderlies”

In Rawlins the need was expressed for:

“Skill training as well as academic training and for adult education geared towards poor people”

There is an adult education group, the Bath Village Adult Education and Choral Group, in Bath, but no information was collected about its programmes or about the number of adults who participate in its activities. In Cotton Ground there had once been an active Adult Education Group but this is now inactive. Consequently very few of the adults who participated in the research were participating or had participated in adult education programmes. However, some did see the need for such programmes and felt that they would help a lot. In Brown Hill during the community workshop several people said that classes were needed to improve the standard of education in the community and several women indicated an interest in participating in classes.

“Sewing classes could be held for the older women and maths for the youths”

It was also felt that classes for the elderly would not only help them to socialise but they would pass on the history of the community to the young ones. In several communities in Nevis, many of the older adults had only had a primary school education and several young women had had to drop out of school because of pregnancy. Many people in all of the communities therefore saw adult education programmes as vital, and some suggested that people should be assisted in furthering their education so that they would be better qualified to get jobs. It was even suggested that there should be a requirement for people to return to education and training after reaching the age of thirty-five to equip them for changes in job requirements.

“Financial help for further education, sometimes jobs are offered but we don’t have the qualifications”

However, for example, there was some concern as in Cotton Ground about whether people would really come out to the classes, and someone was of the view that:

“Only people from overseas might be able to start classes and get people to come out”
6.1.12 **Health and the Environment**

In this section of the report we examine the health status of the poor in Nevis on the basis of responses to questions as to whether or not they have been ill or suffered from some form of injury. The availability and accessibility of health facilities are also examined based on responses to questions about the use of these facilities.

As noted earlier, research shows that the poor consistently under-report illness and, as a result, reported health data are not necessarily good indicators of the state of a population’s health. The impression is created that the poor enjoy better health than the non-poor. If this was accepted as real, there could be a resultant under-allocation of resources to the public health care sector as well as the neglect of preventive medical strategies among the poor on the part of health administrators. Actually, morbidity and mortality data from health institutions contradict the notion that the poor experience lower levels of ill health than the non-poor. They in fact suffer higher levels of illness and death than do the non-poor.

The experience in Nevis was consistent with findings elsewhere in the region. The poor reported lower levels of ill health than the non-poor for each of the illness variables: the difference between the poor and non-poor was significant (See Appendix IV). In response to the most general question as to whether they suffered from any illness or injury during the past month, nearly twice as many non-poor - 23.2 percent - responded “yes” than did poor persons - 13.0 percent (See also Tables 15-23, Appendix III). In respect of ‘lifestyle diseases’ such as hypertension, heart condition, diabetes and some forms of cancer, the reported percentage rate among the non-poor was 16.1, as opposed to 9.2 percent among the poor. Lifestyle diseases affected some 14.0 percent. By any standard this is a high rate. Nevis is probably already into the transition from environmentally-based illnesses to an epidemiological profile that is reflective of lifestyle illnesses. A vigorous public education campaign could be one method of enlightening the poor about life style diseases and the preventive measures that can be taken to reduce the risk of getting these illnesses.

The survey was not able to produce any estimate of the prevalence of AIDS in Nevis. Nonetheless, CAREC estimates a rate of 400 per 100,000 for St. Kitts-Nevis, as indicated earlier. Poverty increases vulnerability to this disease. Therefore AIDS prevention should be a part of the public education campaign about lifestyle diseases.

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5See earlier footnote on this point in discussion on St. Kitts.
Table 6.16: Rate of Lifestyle illness among the Non-Poor and poor

<table>
<thead>
<tr>
<th>Rate of Life-style Illness per 1000 population</th>
</tr>
</thead>
<tbody>
<tr>
<td>All</td>
</tr>
<tr>
<td>139 (n=58)</td>
</tr>
<tr>
<td>Poor</td>
</tr>
<tr>
<td>92 (n=12)</td>
</tr>
<tr>
<td>Non-poor</td>
</tr>
<tr>
<td>161 (n=46)</td>
</tr>
</tbody>
</table>

These figures should be interpreted with care. Prima facie, it would appear that the non-poor suffer from such illnesses at almost twice the rate of the poor. Intervening factors like occupational stress associated with the lifestyle of the non-poor may induce a higher rate of these types of illnesses among them. On the other hand, it is possible that more limited access to good health care and or unwillingness on the part of the poor to make preventive visits to the doctor, conceal the existence of higher levels of these types of illnesses among them.

Unfortunately, the numbers that properly answered questions relating to the seeking of medical attention and the nature of the facility utilized, are too small on which to base any firm inferences.

### 6.1.13 Perspectives on Health and the Environment

Private health care is expensive and out of the reach of the majority of people in poor communities. While medication is free or relatively cheap at the hospital and health clinics, there is evidence of deficiency in the satisfaction of the needs of some groups. Users are not informed by health providers of the nature of their ailments, and are ill-prepared for collaborating for their own safety and protection.

“He only tell me to take the tablets and to come back when they finish”

At the same time, it appears that education programmes about women’s reproductive health and contraceptive use do not always reach poor women and have not succeeded in changing attitudes towards planning and spacing of children. For example, one twenty-year old young woman in Nevis had very strong ideas about this.

“Me not using no contraceptives, not me and that, I going make as much children as God give me”

And some other women had stopped using contraceptives because of negative side effects.

“Since I tie my tubes I always sick, I get severe period pains”
There were statements that betray poor nutritional habits and an absence of public education on nutrition, in addition to poverty stricken conditions.

“I don’t like too much vegetables, I like pork”

“Some days I don’t have nothing to eat”

“We don’t eat meat or fish regular, mainly rice, cornmeal and macaroni and ground provision”

“I eat whatever I get”

While school children get free medical and dental attention, many of the children in poor households do not enjoy good health. Many are undernourished or malnourished and several suffer from a variety of ailments and diseases.

Within this study there were children suffering from asthma, tonsillitis, inflamed sinuses, and colds. Some had large potbellies and appeared to be malnourished and some to be anemic. One eighteen-month old child had a growth on his cheek and needed to be taken abroad for surgery, but according to his mother.

There were also a few children who suffered from epilepsy and/or had physical and mental defects. Among these was a three-year-old boy with a serious speech defect and who could only mumble a few words. When asked what had caused the problem, his mother replied:

“He born foot first and the doctor say he brain too far back in he head”

6.1.14 Housing

Under this heading we examine house and land tenancy, type of building material used in the construction of the house, source and type of water facilities and kitchen and sanitation facilities.

Seventy-one percent of the poor and 78 percent of the non-poor heads of households owned the homes in which they live. This amounted to 77 percent of the total population. This finding is not in keeping with the trend throughout the Caribbean where more of the poor than non-poor tend to own the houses and the small plots of land on which their houses are located.
Approximately 74 percent of the houses in Nevis are situated on land that is owned by the householder. Seventy-five percent of those persons below the poverty line owned the land on which they lived, as opposed to 74 percent of the non-poor. Among those who owned their land, 63 percent had purchased the land while 41 percent obtained their land through inheritance. The remainder of the landowners obtained their land through other means. Squatting is not a major problem in Nevis. It amounted to only 1.4 percent of all forms of land tenancy (See Appendix III).

Approximately 80 percent of all households in the country had galvanised zinc as roofing. The next most popular type of roofing was Shingle-Asphalt, which was used as roofing for 16 percent of the households. There was virtually no variation among the socio-economic groupings. Approximately 75 percent of poor households used galvanised roofing, whilst 81 percent of non-poor houses used this roofing material (see Appendix III).

There was some variation across socio-economic grouping when it came to the type of material of which the walls of the houses are made. More of the non-poor used wood to make their outer walls than was the case with the poor. Brick Concrete, although used by as much as 48 percent of the non-poor households, was more popular among the poor. Approximately 58 percent of these households used this material to make their outer walls. Wood and Concrete mixture was used by 25 percent of the poor as opposed to 23 percent of the non-poor (See Table 6.17).

Table 6.17: Household Characteristics: Main Material of Outer Walls, Nevis

<table>
<thead>
<tr>
<th>Socio-economic Status</th>
<th>Type of Wall</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Wood</td>
</tr>
<tr>
<td>POOR</td>
<td>12.5</td>
</tr>
<tr>
<td>NON-POOR</td>
<td>25.8</td>
</tr>
<tr>
<td>TOTAL</td>
<td>23.6</td>
</tr>
</tbody>
</table>

Most of the people living in Nevis had indoor kitchens that were not shared with anyone. The main cooking fuel was gas. Over 90 percent of the poor and non-poor used gas as the main cooking fuel. (Table 6.18)
Table 6.18: Distribution of Kitchen Facilities by Socio-Economic Status, Nevis

<table>
<thead>
<tr>
<th>Socio-economic Status</th>
<th>Location of Kitchen</th>
<th>Kitchen Shared</th>
<th>Main Cooking Fuel</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Indoor</td>
<td>Outdoor</td>
<td>None</td>
</tr>
<tr>
<td>POOR</td>
<td>87.5</td>
<td>4.2</td>
<td>8.3</td>
</tr>
<tr>
<td>NON-POOR</td>
<td>90.3</td>
<td>5.6</td>
<td>4.0</td>
</tr>
<tr>
<td>TOTAL</td>
<td>89.9</td>
<td>5.4</td>
<td>4.7</td>
</tr>
</tbody>
</table>

Among the poor, the Water Closet was the most used of all types of toilet facilities; approximately 66.7 percent and 79.0 percent among the poor and the non-poor respectively. This is followed by the Pit Latrine, which is used by 29 percent of the poor and 17 percent of the non-poor. Overall, households tend to have exclusive use of their toilet facilities, with 92 percent of the poor and 88 percent of the non-poor reporting that they did not share this facility with anyone else.

Table 6.19: Distribution of Water and Sanitation Facilities by Socio-Economic Status, Nevis.

<table>
<thead>
<tr>
<th>Socio-economic Status</th>
<th>Type of Toilet</th>
<th>Sources of Water</th>
<th>Bathing Facilities</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Pit Latrine</td>
<td>Water Closet</td>
<td>1</td>
</tr>
<tr>
<td>POOR</td>
<td>29.2</td>
<td>66.7</td>
<td>37.5</td>
</tr>
<tr>
<td>NON-POOR</td>
<td>16.9</td>
<td>79.0</td>
<td>13.7</td>
</tr>
<tr>
<td>TOTAL</td>
<td>18.9</td>
<td>77.0</td>
<td>17.6</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Socio-economic Status</th>
<th>Garbage Disposal</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Dumping/Compost</td>
</tr>
<tr>
<td>POOR</td>
<td>8.3</td>
</tr>
<tr>
<td>NON-POOR</td>
<td>2.4</td>
</tr>
<tr>
<td>TOTAL</td>
<td>3.4</td>
</tr>
</tbody>
</table>

Legend: 1 – Private, piped into dwelling; 2 – Public, piped into dwelling; 3 – Public, piped into yard; 4 – Other

Private water, piped into dwellings and public water, piped in dwellings are important sources of water for the poor - 37.5% and 41.7% respectively. On the other hand, over 66% of the non-poor households report their main sources of water to be public, piped into dwelling. Private water, piped into dwelling is the next most popular source of water for the non-poor. Some 14 percent of them have this as their source of water.
Approximately, 79 percent and 76 percent of the poor and non-poor have indoor bathing facilities. Some 21 percent of the poor have outdoor bathing facilities. This compares to 19 percent of the non-poor.

Nearly 80 percent of the poor and 88 percent of the non-poor are serviced by garbage trucks in the disposal of their garbage. The next most popular methods of garbage disposal are dumping and making compost. Both of these methods are more popular with the poor than the non-poor. The nature of living conditions by quintiles is illustrated in Tables 24-37, Appendix III.

6.1.15 Community Concerns on Housing and Living Conditions

In Nevis, there is a mix of wall and wooden houses and it was generally felt that housing was not a problem because the majority of people owned their own homes and:

“Most everyone have somewhere to rest their head”

However, for some, proper housing is still a problem because several were in need of repairs and there was some concern about home ownership. As in St Kitts, people were interested in acquiring their own homes but access to land is limited and for some people getting loans was not easy:

“When a young man or woman reach age 21 to 25, they should have a shelter over their head”

“There is little access to land in Cotton Ground”

In Bath it was felt that:

“Villagers need lands to build better houses”

“Houses need upgrading but land is not available to do so”

and that:

“The government needs to assist the elderly with better houses”
Overcrowding is a problem in some communities and there are situations in which large, extended families live in small houses or in “yards” with two or small houses in various stages of being built, upgraded or repaired, sharing water, lights and one outside bathroom and toilet.

In Cotton Ground and Bath there are also:

“Some overpopulated slum looking areas”

In the selected communities most of the roads although narrow are paved and secondary roads have improved. On the whole, residents in the selected communities were of the view that living conditions had improved and they pointed out that many people not only have basic amenities like water and electricity but also electrical appliances and telephones.

“Houses are better, and appliances are available”

“There are very few board houses left, everyone moving towards wall houses”.

However, in some communities there are still wooden houses and a number of houses without running water, electricity and indoor pluming. Some people cannot afford to install lights and water because:

“The cost of lights and water is too high”

At the same time while many houses have electricity, in some communities, there was a concern about inadequate lighting in some villages. For example, in Rawlins, there are many areas still without streetlights.

In most communities, residents have easy access to transportation and are fairly well served by facilities including schools, health clinics, police stations, pre-schools and daycare centres. However, community leaders in Cotton Ground were of the view that:

“More attention needs to be paid to the provision of social services”

And in Rawlins although a doctor visits the health centre and the facilities are there, the services are not always available. For example, although a doctor visits the health clinic and gives free consultations, few home visits, if any, are made to the sick and elderly by a community nurse, and there are no regular police patrols.

“In terms of facilities we are very poor”
They cited lack of a proper community centre and sporting facilities; however comments were also made about the fact that the existing centre is not well kept and is seldom used by community members. The absence or state of existence of community centres and recreational facilities was also considered to be problematic.

In all communities although there was some system in place to collect garbage, residents were concerned about sanitary conditions and disposal and storage of garbage. Location of garbage sites/bins, for example near to shops, was seen to be undesirable and unhealthy. In Bath, because of its proximity to the garbage dump, residents were also concerned about the dumping of garbage by “outsiders”. Here, as in Rawlins, clogged drains and poor drainage were also considered a problem. In the latter, after heavy rains there is considerable flooding and:

“Roads and yards turn into swimming pools”

In Cotton Ground there were also slum areas in which several houses were clustered together.

6.1.16 COMMUNITY RELATIONS

Except in Rawlins, in all of the communities surveyed in Nevis there were community groups that organise a variety of activities and programmes to meet the interests and needs of different groups of people in the communities. The St. John’s Community Improvement Club (SJCIC) has been one of the more outstanding examples of CBO involvement in the development of community. Indeed, its efforts have extended beyond the community of St. John’s.

In Rawlins the need for a community group was identified by participants in the community workshop as well as by community leaders and by individuals who were involved in focus group discussions. In all of these there was a general consensus that:

“A community group is needed to go around to assess and to help meet the needs of people”

As in several of the other communities surveyed, some of these groups have had a checkered existence. Some like the Brown Hill Youth in Unity have died and been revived several times. Others including church groups like the Mothers’ Union of the Anglican Church, although not always vibrant, have survived for many years. In Bath village there are several community groups including sports and cultural groups, church groups and an adult education group.

It is noticeable that where community groups and organisations do exist, male participation is very low, except maybe in some sports clubs, and that it is mostly women, and children who participate in the activities organised by community groups. At the same time, in only a few
communities, either in St. Kitts or in Nevis, are any groups or organisations that are involved in, or that have developed programmes or projects designed specifically to promote and facilitate the overall development of the selected communities.

This deficiency in community organisation reflects the limitations of service in the field of community development, partly due in turn to under-funding and/or lack of recognition of its critical importance in the face of change.

### 6.1.17 The Effect of Migration on the Quality of Life

As in St. Kitts, in Nevis, migration has had positive as well as negative effects on families and on communities alike. It has made a significant contribution to the improvement of living conditions and to the quality of life of some families and this can be seen in some communities like Brown Hill from which quite a few villagers had migrated to St Maarten, BVI and the USA in order to better their conditions.

> “Living conditions are now better because of this due to the contributions made by those living abroad to families back home”

Migration seems to have had the opposite effect in Rawlins where it was felt that migration had contributed to poverty because:

> “Individuals who were once the main money earners in the home had migrated but don’t send back remittances”

In Rawlins, too it was reported that not only did some of the villagers who migrated not make any attempts to improve the conditions they left, but that some had left properties that had now deteriorated. It was also said that some of these properties were now occupied by Guyanese.

In recent years, several immigrants had come from other Caribbean islands, mainly from the Dominican Republic, Guyana and Montserrat, and while some of these are welcomed in some communities, in others, for example in Bath they are seen as intruders. Because Bath is near to the capital and to the Deep Water harbour there is apparently a steady flow of immigrants, mainly from the Dominican Republic and from Guyana.

As in St. Kitts, the migration to Nevis of Afro- as well as Indo-Guyanese to look for work and to improve their own living conditions, has changed the composition of the population in some communities. In addition, cultural differences have begun to surface in some communities and
with them some degree of tension and latent resentment. For example, in one community this exchange took place:

A Nevisian resident:

“Guyanese women don’t talk to the men”

A Guyanese resident:

“Our women not supposed to talk to strange men, that’s how we train them. You might want to grab at her if she speak to you”

Feelings and exchanges like these not only have serious implications for poor individuals living in small poor communities but for community life and living.

6.1.18 POLITICAL DIMENSION

Although Nevisians recognise the importance of politics and its impact on the lives of individuals and on community living, in Nevis, local rather than national elections are seen as being more important. Because of this the calling of a general election while the CSAs were being conducted did not have much of an impact. However, several people did comment on the fact that politics can cause divisions in communities:

“Cotton Ground too politically divided”

“Politics put people against each other”

and on the need for:

“Leaders with vision”

and for politicians to represent their constituents

“We need proper representation”

“That’s what we put them there for, to help us in time of need”
6.2 CONCLUSION

6.2.1 EFFECTS AND IMPACT OF POVERTY

The SLC has demonstrated that in spite of the considerable increase in economic activity in Nevis in the recent past, almost one-third of the population of the island is poor. Many of the poor are working: Nevis, like St. Kitts, demonstrates the phenomenon of the working poor. Moreover, the poor are characterized by low levels of education and training. On the other hand, it could be argued that the level of poverty identified, must have fallen from previous levels. There is general agreement that conditions have improved over the last decade. The influx of immigrants and the decline in emigration are two signs of the economic advance that has taken place over the decade of the 1990s. The previously heavy rate of emigration was deemed to have contributed to the decline in some communities.

The CSA points to the fact that poverty has had serious adverse effects on individuals, on families and on entire communities. Poor communities are often stricken by harsh living conditions, lack of money, and other forms of deprivation that contribute to a range of social problems.

In Nevis, several people in the communities surveyed were concerned about the increase in crime, illegal drugs and alcoholism. For example, in Cotton Ground it was reported that crime and illegal drugs were now more prevalent, that there were too many licensed rum shops, and that:

"People need to stop drinking rum"

In Rawlins, there was some stealing and the drug problem was said to be serious and in Brown Hill, several men are engaged in selling and using marijuana. In Cotton Ground, crime was rated as fairly high on the Wheel and in Bath it was said that gambling and the use of drugs is high among men of all ages and that several men are also alcoholics.

6.2.1.1 Effects on Individuals and Groups

Data from Interviews with Community Leaders, from Focus Group Discussions and the words of individuals who live in poverty clearly reveal the physical, psychological and emotional effects of poverty and highlight the many ways in which individuals have been and are being affected by poverty.
In most of the communities children were seen to be the most vulnerable group and the ones that are most severely affected by poverty because their physical, emotional, health and educational development are stunted. In all communities too women were seen, after children, as the next group that was most seriously affected by poverty.

Poor men, women, young people and old people who participated in the Focus Group Discussions covered their experience of being poor and how this was affecting them. There was a deep sense of inadequacy and self-concept and self-esteem were depreciated. Helplessness and hopelessness had created robbed victims of the will to try to pull themselves out of poverty.

6.2.1.2 Effects on Families

Poverty has affected the relationships between family members and relatives and the quality of family life. Gender relations in the home are strained. Jealousy, frustration and anger lead to family disputes and conflicts as scarce resources have to be shared. Parent-child relations are also characterised by violence. Homes and families are neglected and there has been a breakdown in morals and values in the families. Incest, stealing, and drugs have become the norm and are common activities in some families.

6.2.1.3 Effects on the Communities

Poverty has had adverse effects on all of the communities and its effects are evident in the physical appearance of some communities and in the number of abandoned, dilapidated houses in others. In some villages, an unhealthy environment with piles of garbage, poor sanitation, inadequate facilities, neglect and lack of maintenance or upkeep creates health hazards.

In addition to these obvious physical indicators of poverty, communities suffer other serious consequences of poverty. In some communities for example, in Rawlins, there is poor communication among community members, lack of unity, cooperation, togetherness and community spirit. In others, poverty has had a negative effect on community self-help initiatives because each individual is concerned about personal survival and about that of family.

Although it was recognised that people had to leave their communities in search of jobs and of opportunities to better their condition, migration and the resultant depletion and loss of human resources was seen as contributing to the underdeveloped state of many communities. People in all of the communities were of the view that poverty has limited community development and prevented progress.
6.2.2 TACKLING POVERTY

Although people in the selected communities have been hit hard by poverty and although many appear to have accepted their condition and have lost hope, they are surviving. Their survival is supported by their own initiatives, by community initiatives and by the intervention of government agencies and NGOs.

6.2.2.1 Individual Coping Strategies

Poor individuals faced with the challenge of meeting their basic needs and of providing for their families are forced to devise strategies for coping. Their coping and survival strategies include legal as well as illegal activities. Many people try to be thrifty, to manage the few and scarce resources they have carefully and to engage in income generating activities.

“The little I have, I spend wisely”

“I does plant a little thing but when it bear people tiefing it and animal eating it”

“They try to manage on what they have”

While very few individuals have resorted to begging, many of the poor depend on such things as jumble sales, credit and lay-a-way plans, some on handouts and gifts from various charitable organisations. Several individuals also work at two and three jobs in order to survive. The elderly depend on social welfare and social security.

In some communities, for example in Brown Hill, migration of some family members has been an important strategy for coping with poverty and for improving living conditions.

“Some depend on family members at home and abroad”

6.2.2.2 Community Initiatives to Tackle Poverty

Discussions with people in the selected communities revealed a few community and collective initiatives, intended to tackle and alleviate poverty. In a few cases, people in communities, supported and helped each other in a variety of ways and there was evidence of sharing and exchange of goods and services.

“The poor helping the poor”

“People share ground provisions or whatever little they have”
In a few of the communities, church groups, the Red Cross, and sports clubs organise activities to assist poor individuals and families.

The community groups recommended as follows:

- Skill training and higher level programmes for Nevisians to reach requirements for new employment opportunities;
- More and better employment opportunities;
- Improved infrastructure;
- Introduction of price control;
- Increased support for agriculture;
- Counseling and guidance programmes for young people;
- Better protection for victims of abuse;
- Greater support for community development programmes;
- Better services for the elderly;
- Improved garbage collection;
- More electrification of streets and public thorough fares; and
- Control of stray animals.

Nevis was undoubtedly poorer twenty years ago, before the economy started to transform. Unemployment is low, but in addition to senior citizens who do not have the wherewithal for decent living, there are the working poor, whose lack of skills has prevented from participating fully in the growth in incomes in the more recent past. There is still plenty of poverty to be alleviated and reduced.

7.0 ORGANISATIONAL STRUCTURES AND INSTITUTIONAL FRAMEWORK AND EFFECTIVENESS IN REDUCING POVERTY AND MARGINALISATION

7.1 ORIENTATION OF ORGANISATIONS

Section 6.0 has established that almost one third of the population of Nevis is poor. The SLC quantified poverty characteristics among the population. The CSA, on the other hand, has provided the perceptions and feelings of groups within communities that face poverty in Nevis. In this Section, we review some of the organisational structures and institutions and attempt to establish the focus of their activity in addressing poverty and related issues.
The analysis is based on open-ended interviews that were conducted with representatives of 29 organisations. The analysis is delimited by resources, to the review of formal organisations only. There are informal structures that are no less effective in their impact on society, but these could not be assessed for the current exercise. Summaries of the interviews conducted on formal organisations can be found in Appendix IV. The organisations were selected on the basis of discussions and agreement between the NAT of Nevis and the TOC.

The existing secondary organisations can be divided or categorised according to the focus of the main interventions that they make on society or on its constituent parts. Interventions may be defined as:

- Preventive, in that it protects the individual or the household against particular problems
- Remedial, in that it helps to correct for problems after they have occurred
- Supportive, in that it sustains the individual or the household that has fallen victim to a problem or difficulty; and
- Developmental, in that it helps the individual develop new capacities that allow for an upgrading in skills, knowledge or potential for self-sustaining growth.

Not only is there overlap, but few organisations are single purpose or single in their focus and orientation.

Nevis, like its sister island, has experienced rapid economic and social change, especially over the last decade. Rapid change usually produces serious dislocation in the circumstances of communities, groups and households. The collapse of the sugar industry in Nevis was followed by the rise in small holder agriculture in cotton and cash crops, on the one hand, and by the expansion of fishing, on the other. Beyond these activities and employment in administration and teaching, the island offered few opportunities to its younger citizens.

Migration was the answer, as it has always been since the end of slavery, for those seeking a better place in the sun. Like other West Indians, Nevisians migrated to Central America and Cuba in the early part of the 20th century for the building of the Panama Canal and for the expansion of the sugar industry in Cuba. Britain, the British Virgin Islands and the Dominican Republic were the destinations in a later period. The more recent migration episodes include the United States and Canada. Nevis, like St. Kitts, has a substantial extension of its population in other parts of the Americas. Its internal organisations are not immune from the fluidity that is inherent in a highly mobile population.
7.2 DOMINANCE OF STATE ORGANISATIONS

Most of the institutions examined here are within the State Sector. There are thus just a few NGOs operating on the island, and these owe their existence to religion and to political organisation on the island. One of the most effective organisations functions as an NGO but was established with funding provided by the State – the Change Centre. There do exist, however, a few formal structures that derive from the international NGO movement, the Red Cross being one of the best examples.

Rapid social and economic change has brought challenges that have been beyond existing institutional capacities. The state agencies have not been able to respond as quickly as is necessary to new requirements, nor has there emerged the NGOs with the capability to correct for the problems created by social change. There has been immigration as nationals of the Dominican Republic, and Guyana have entered in search of employment in a growing economy.

As was hypothesised in Figure 1.1 in Section 1, institutions and organisations impact on households, individuals and communities in respect of resource flows that are both tangible and intangible. There is need to examine this impact in respect of Nevis as was done in St. Kitts.

The organisations listed below mediate the flow of resources of different types. The results of their work are reflected in the findings established in Section 6, and as perceived by informants in the focus group exercises.

Table 7.1 provides in tabular form, information on the primary orientation of the some of the organisations that were visited as part of the institutional analysis conducted for the study of poverty in Nevis. The institutions are scored on a scale of 1-5 with the highest score being 5, and 1, the lowest, as a rating of their contribution to the particular function. Since few organisations are single purpose in their approaches, attempts to categorise them introduce judgmental considerations of the analysts, and must be treated with caution.

Table 7.1 suggests that there is a greater developmental thrust among the organisations than in respect of the other functions. There is nothing outstanding in the performance of most of them, based on the discussions conducted with their representatives. However, six of the 21 organisations (less than one third) were deemed be very effective in the developmental mode, with the Nevis Credit Union and the Department of Cooperatives, being outstanding in that regard.
# Table 7.1: Main Focus of Institutions in Nevis

<table>
<thead>
<tr>
<th>Institution</th>
<th>Developmental</th>
<th>Preventive</th>
<th>Remedial</th>
<th>Supportive</th>
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<tbody>
<tr>
<td>1. Change Centre</td>
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<td></td>
<td>5</td>
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<tr>
<td>2. Department of Community Affairs</td>
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<tr>
<td>3. Labour Department</td>
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<tr>
<td>4. Nevis Credit Union</td>
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<tr>
<td>5. Financial Services Department</td>
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<tr>
<td>6. Chamber of Commerce</td>
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<td>7. NEMA</td>
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<td>8. Small Enterprise Development Unit</td>
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<td>9. St. John’s Community Club</td>
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<td>10. Red Cross, Nevis</td>
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<td>11. Social Security, Nevis</td>
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<td>12. Physical Planning Department</td>
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<tr>
<td>13. Department of Cooperatives, Nevis</td>
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<tr>
<td>14. Development Bank, Nevis</td>
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<td>15. Charlestown Health Centre</td>
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<td>16. Department of Planning</td>
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<td>17. Department of Education</td>
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<td>18. Hotel Association</td>
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<td>3</td>
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<tr>
<td>19. Nevis Housing and Land Development</td>
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<tr>
<td>20. Police Service</td>
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<tr>
<td>21. Ministry of Finance</td>
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<td>22. Water Department</td>
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<td>23. Electricity Department</td>
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<td>24. Medical Officer of Health</td>
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<tr>
<td>25. Ministry of Health</td>
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<td>26. Fisherman’s Cooperative</td>
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<td>27. Nevis Handicraft Cooperative</td>
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<tr>
<td>28. Capisterre Fishing Marketing Cooperative</td>
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<tr>
<td>29. Newcastle Pottery Cooperative</td>
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</table>

In respect of the preventive function, there were five organisations, of which one was very effective – the Charlestown Health Centre. Only the Change Centre seemed to be engaged in remedial activity and made a passable effort in that regard. It was outstanding however, in the
supportive function even with limited resources. Other sterling efforts identified in this area were by the Red Cross and by the St. John’s Community Club. There are other community organisations, but none had reportedly performed with the effect of the St. John’s Community Club, and the lack of resources for community development in the State Sector has meant that there is a deficiency in initiative at the local level.

There is also need to take account of the fact that some of the organisation are national in scope, with a branch presence in Nevis. Given that St. Kitts has been the seat of the Federal Government, and given its earlier relationship with the sister island of Nevis, there are sometimes issues of the degree of autonomy and of hierarchy in decision-making process.

While the country may be federal in political governance, its national institutions may not be. Thus, neither the National Development Bank nor the Social Security Board in their Nevisian incarnation, seems to be federal in their modus operandi and in decision-making. This need not be a constraint in their serving the needs of Nevis, if decision is followed by speedy and positive implementation. There are signs that this may not be the case.

7.3 EFFECTIVENESS IN POVERTY REDUCTION

The information generated from the institutional analysis in Nevis is used in this section of the report in assessing the effectiveness of key agencies engaged in specific functional areas and in the degree to which they address the causes of poverty. The areas selected include economic management, employment and labour market operations, infrastructural development, primary health care, community development, care for the vulnerable, access to credit, and human resource development.

7.3.1 ECONOMIC MANAGEMENT

7.3.1.1 Assumptions and Background

The Nevis Island Administration is expected, within a parliamentary democracy, and a federal structure, to:

- stimulate, transform and diversify the economy;
- ensure that resources are spent effectively in keeping with economic and social infrastructural requirements;
- facilitate a policy environment conducive to private, domestic and foreign investment;
- ensure an adequate safety-net for the vulnerable;
- maintain a peaceable industrial relations climate conducive to the fullest participation of the citizenry in the realisation of their potential.
Nevis is a case of tourism-led development. The coming of Four Seasons to Nevis in the early 1990s has helped to put the island on the international tourism map. Its five star status has had the effect of branding of Nevis in the upper end of the tourism market. Indeed, the Administration has more recently sought to differentiate the tourism product from that of St. Kitts and has tended to demur on the idea of the two islands being marketed jointly. While the Four Seasons is the dominant hotel, there are other hotels which together have made the industry a key sector on this island of under 10,000 inhabitants.

The industry has been hurt by the increased incidence of violent storms and hurricanes, and more recently by the sea rise occasioned by hurricane Lenny that devastated some of the better beaches in Nevis. The island has already had to endure the vagaries and fickleness of international tourism, which challenges economic planning in countries heavily dependent on tourism.

The other important sector is the off-shore financial services sector. This has grown considerably in the 1990s providing an important source of revenue to the Government. The country has been named by the OECD as one of those engaged in harmful tax competition in June 2000. This will have a major effect on the further development and expansion of the sector and on the revenue flow deriving from it. This is another case of fickleness in the revenue sources of the island.

### 7.3.1.2 Summary Findings

<table>
<thead>
<tr>
<th>Issue</th>
<th>Agency</th>
<th>Mechanisms</th>
<th>Results/Situational Analyses/Effects</th>
</tr>
</thead>
</table>
| Macro-Economic Management          | Ministry of Finance of Nevis Island Administration | Provision of stable policy environment to promote private sector growth in key sectors. | ▪ Development Plan in the offing but especially challenging given the limited degrees of freedom.  
▪ Macro-economic stability threatened by new external realities and by size of public service.  
▪ Fiscal situation contingent on agreement between Federal Government and Nevis Island Administration.  
▪ Access to loans for infrastructural development contingent on agreement between the two administrations and on lenders’ acceptance of guarantee of Federal Government.  
▪ Lack of articulation of policies of Federal Government in respect of the relative infrastructural needs of St. Kitts and Nevis, and the borrowing requirements deriving therefrom. |
| Promotion of Development and Transformation | Nevis Island Administration                        | Facilitation of key sectors.                                              | ▪ Expansion of Tourism Sector and Off-shore Financial Services Sector.  
▪ Hurricane and sea-rise threats now very real in tourism.  
▪ Nevis black-listed by OECD in respect of harmful tax competition. |
7.3.1.3 Implications

The Nevis Island Administration has begun the preparation of a Strategic Development Plan and is faced with a number of tough decisions that need to be made. The kind of tourism development to be encouraged is an immediate issue. The airport which has been upgraded is still serviceable only to smaller craft, thus preventing long haul traffic from major metropolitan centres. This limits the type and number of guests. But there is also the carrying capacity of a small island, if it is to retain value an exclusive niche. The answers to these issues have an immediate relevance for revenue from the sector.

St. Kitts and Nevis place high on the vulnerability index: besides being exposed to natural hazards, the main source of foreign exchange earnings are highly susceptible to the vagaries of international markets. The Four Seasons has had to be closed for extensive renovations following last hurricane season and this has had an immediate impact on employment and income on the island.

The involvement of nationals in all areas of the Off-shore Financial Sector is also another area for review by the Government. Given its small population, the questions as to the capacity of Nevis to create the cadres with enough depth and breadth of training in such areas as Law, Accountancy, Financial Management, and Computing for an effective participation in the Off-shore Financial Services Sector.

The tax system that is specific to Nevis Administration, so far, revolves around port charges and hospital charges. Indirect taxes provide much of the revenues raised by the Federal Government. In the evolving scenario of the relative responsibilities of the respective levels of Government, there may well be areas of serious disagreement, as the revenue situation becomes more problematic. The present base and structure of taxes may well prove inadequate relative to the demands for a more expensive infrastructure to deal with greater risk of natural hazards.

There is the feeling that the present structure of indirect taxes along with the incentives given to foreign firms to enter the country weighs heavily against the local firms. The latter have to pay up front, while the former receive the larger share of the incentives. Meanwhile, funds for development purposes, reduced by fiscal incentives, have been difficult to mobilise. There is little cheap money available.

There is the view in some informed quarters that consideration has to be given to the divestment of electricity and even of health services, given the limited resources available. Also, consideration may have to be given as well to reducing or containing the size of the public service in Nevis.
In the light of changes to the external realities, internal adjustment may have become a necessity. The Nevis Island Administration and the Federal Government face a much changed picture in securing capital either on the cheap or by way of grant. The ability of the Government to continue the expansion of the economic and social infrastructure faces fiscal constraints, which have relevance to the elimination of poverty on the island.

7.3.2 EMPLOYMENT AND LABOUR MARKET

7.3.2.1 Assumptions

- An economy generating an increase in the number of productive jobs is likely to reduce poverty.
- The greater incidence of multiple earners in households in a growing economy reduces the probability of poverty.
- The generation of productive jobs is a function of the expansion of key sectors.
- Unemployment reflects a failure of the economy to create jobs or a mismatch between available skills and those required.
- The State has a role to perform in the development of the institutional base within which private sector agents can contribute to income generation.
- The greater the flexibility with which the labour market operates, the more quickly workers can be absorbed where their skills are most needed, and the lesser is the time spent in search of employment.
- The lower the likelihood of unemployment as a result of labour market inflexibility, the less the probability of poverty.
- Effective labour market institutions can identify areas of skill shortages and develop mechanisms to close the gap.
### 7.3.2.2 Summary Findings

#### GOVERNMENT

<table>
<thead>
<tr>
<th>Issue</th>
<th>Agency</th>
<th>Mechanisms</th>
<th>Results/Situational Analyses/Effects</th>
</tr>
</thead>
</table>
| Employment and Income Growth  | Ministry of Finance of Nevis Island Administration Ministry of Planning and Development     | • Implementation of Budget.  
• Project Identification in association with other Ministries and Departments.  
• Promotion of environment for private sector growth.                                                                                                                                                                                                                       | • Promotion of diversification of the economy.                                                                                                                                                                                                                                                  |
|                               | Ministry of Tourism Ministry of Agriculture                                                  | Development of Plan for Tourism                                                                                                                                                                                                                                                                                                               |                                                                                                                                                                                                                                                                                                   |
|                               | SEDU National Development Bank Department of Cooperatives                                   | • Provision of loans to the Productive Sector.  
• Development of SMEs.  
• Coordination with other agencies in promotion of business development.                                                                                                                                                                                                                  | • SEDU providing useful preparation to new entrepreneurs in Nevis.  
• National Development Bank constrained in approach to needs of Nevis.  
• Most loans available for housing and student loans.  
• SMEs not a major focus for lending.  
• Greater emphasis needed on entrepreneurial training.  
• Department of Cooperatives instrumental in the expansion of the Bee-keeping Industry.                                                                                                                                                                                                           |
|                               | Social Security Board                                                                       | Allocation of investible resources to Productive Sector.                                                                                                                                                                                                                                                                                     | • Greater emphasis to be placed on the needs of Nevis by the Social Board.                                                                                                                                                                                                                          |
|                               | Department of Labour                                                                       | Employment Promotion and labour market monitoring.                                                                                                                                                                                                                                                                                           | • Department not involved in LMIS, nor in formal mechanisms for coordination with agencies providing training.                                                                                                                                                                                     |
|                               | Labour Market Operations Department of Labour                                               | Administering in areas identified by Acts relating to Minimum Wages.                                                                                                                                                                                                                                                                      | • Focus mainly on regulatory functions.  
• Not directly engaged in promotion of labour market flexibility and upgrading.                                                                                                                                                                                                                      |

#### NGOs and CBOs

<table>
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<tr>
<th>Issue</th>
<th>Agency</th>
<th>Mechanisms</th>
<th>Results/Situational Analyses/Effects</th>
</tr>
</thead>
</table>
| Job Creation   | Nevis Credit Union Foundation for National Development                                     | • Promotion of business and facilitative environment for private sector growth.                                                                                                                                                                                                                                                   | • Nevis Credit Union and the Foundation have provided finance for small enterprises.  
• Limited resources constrain contribution to business development.                                                                                                                                                                                                                                  |
Employment has grown as a result of the initiatives of the thrust of the Government in respect of tourism, and to a much lesser extent, in Financial Services. Tourism has created a substantial derived demand for labour in construction activity, with the construction of hotels and other facilities. There has been infrastructural development with schools and roads. Employment growth has also come through the Public Services as the revenue situation improved initially. The growth in employment has been so considerable that the Farm Labour Programme finds fewer applicants from Nevis, and the island has had to take in a number of workers from St. Kitts and from Guyana, the latter on work permits. Employment difficulties faced by Nevisians would have been due to their lack of skills needed in a growing economy.

There is a limit to which Government can expand employment, and there is now the concern that there may be need for cutbacks given the effect of disaster on the tourism plant, and now the black-listing of the country in respect of its offshore financial sector. There has also been missed opportunity in respect of backward linkage of tourism to agriculture.

Nevis has done well in reducing unemployment and underemployment, and thus in reducing poverty inherited from the plantation/peasant economy. However, in the short to medium term, in the absence of strategic moves, the anti-poverty thrust of its policies and programmes and employment creating potential may be thwarted by emerging developments.

### 7.3.2.3 Implications

There is need for the development of a strategy to improve the quality of employment and for ensuring that Nevisians are well equipped to advance to higher level functions in an expanding economy, as workers and as entrepreneurs in their own right. Given its small size, any stimulus in the economy will prompt a demand for imported labour to perform at functions in which there are too few nationals qualified to work. These are the very areas, which if fully monitored by the Department of Labour in the award of work-permits, can be the basis for organising training or for scholarship programmes for nationals.

An alternative scenario has to be catered for, as well. Given the possibility of flatter trajectory in the growth of the key sectors, there is need to upgrade the workforce to attract the kind of industries that could provide rewarding employment and income to Nevisians. In other words, employment creation and income growth demand a conscious policy on the nature of the insertion of Nevis in the international division of labour.

Meanwhile, there is need to provide greater support to the establishment of SMEs and to promotion of entrepreneurship among Nevisians. This need can be tackled by institutional programmes geared to a variety of clientele. There is need for cooperation among the Foundation for National Development, the Nevis Credit Union, the National Development Bank, the
Department of Cooperatives, and SEDU, in addressing this need. The Department of Cooperatives has already established its capacity to deliver programmes of training.

7.3.3 INFRASTRUCTURAL SUPPORT

7.3.3.1 Assumptions

- The better the quality of the physical and social infrastructure, the easier it is for poorer people to find possibilities for self-improvement and arresting their own poverty; also, the higher is the social wage, in terms of the resources available to the poor;

- Good planning and regulatory control can improve the efficiency in the provision of infrastructure;

- Better public education on the environment allows the poor to improve their surroundings and improve their quality of life; and

- Bad housing creates difficult conditions for the rearing of children, and can contribute to social decay.
7.3.3.2 Summary of Findings

<table>
<thead>
<tr>
<th>Issue</th>
<th>Agency</th>
<th>Mechanisms</th>
<th>Results/Situational Analyses/Effects</th>
</tr>
</thead>
<tbody>
<tr>
<td>Port Facilities</td>
<td>Ministry of Finance and the Public Works Department of the Nevis Island Administration</td>
<td>Development of Ports.</td>
<td>Port of Charlestown unable to berth cruise ships.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Long Point is available as deep water facility.</td>
</tr>
<tr>
<td>Housing</td>
<td>Nevis Housing and Land Development Corporation</td>
<td>Construction of lower income housing.</td>
<td>Provision for low income housing inadequate.</td>
</tr>
<tr>
<td></td>
<td>Department of Planning</td>
<td>Distribution of lands for housing.</td>
<td>Backlog of applications before Department of Planning of people wanting to build homes.</td>
</tr>
<tr>
<td></td>
<td>Eastern Caribbean Central Bank</td>
<td>Savings for housing.</td>
<td>Distribution of lands for housing not keeping up with demand.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Need for careful application of regulations on construction of homes.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Need to promote savings for investment in housing.</td>
</tr>
<tr>
<td>Environmental Degradation</td>
<td>Physical Planning Unit Department of Agriculture</td>
<td>Public Education and Regulations.</td>
<td>Need for observance of building codes.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Sand mining abating as a problem.</td>
</tr>
<tr>
<td></td>
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<td></td>
<td>Need for coherent reafforestation programme to arrest destruction of hills.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Need for greater sensitivity to the environment among the population and visitors.</td>
</tr>
<tr>
<td>Garbage Disposal</td>
<td>Ministry of Works</td>
<td>Collection and disposal of garbage.</td>
<td>Public education needed in some communities.</td>
</tr>
<tr>
<td></td>
<td>Ministry of Health</td>
<td></td>
<td>Difficulty with non bio-degradable material and absence of programme for recycling of materials like bottles.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Technical assistance being provided on sewage and solid waste disposal.</td>
</tr>
</tbody>
</table>

7.3.3.3 Implications

There is need to put in place arrangements for the funding of home construction for lower income groups. The brief of the Nevis Housing and Land Development needs to be expanded, and resources from Social Security need to be allocated for housing in Nevis against the backdrop of a coherent programme consistent with the needs of the two islands. The issue of special savings plans for first home acquisition is an issue to be addressed by the authorities: a special saving fund may mobilise much more than the resources at present available for housing.

The island faces a serious environmental hazard in the form of possible sea rise and storm surges that may affect its coastal amenities. There is need for more exacting standards in respect of roads especially along the coastal area, and in respect of housing and public buildings, since it is clear that violent storms are part of the regular experience on an annual basis. Loans for housing
provide an avenue for the enforcement of stricter standards, even as it is clear that housing construction costs will rise.

Public education on the environment should contribute considerably to environmental protection. Environmental sanitation, control of sand mining, reafforestation of the hills, protection of monkey and other species of wild life are essential public goods in a small island, especially one that is dependent on tourism.

7.3.4 Sectoral Initiatives

7.3.4.1 Tourism and Related Services

Tourism and related services have been an important contributor to growth and transformation over the last 10 years. Taxi services, craft production, restauranting, construction, and distribution and commerce have also benefited. Nevisians have found employment opportunities in hotel establishments. There are also areas for self-employment and own account employment in the industry, and some Nevisians have availed themselves of the opportunities. There are also cases of cooperative endeavours: the Newcastle Pottery Cooperative and the Capisterre Handicraft Cooperative are creditable initiatives. The Tourism industry has also afforded many Nevisians the opportunity for part-time employment and moon-lighting. Teachers and public servants have taken employment in the sector.

While there is an underlying sentiment about the need for a deeper participation of Nevisians as entrepreneurs owning guest houses and the like, access to credit has limited such an involvement. Their absence has not caused poverty, but it does contribute to a sense of marginalisation from the growth pole in the economy.

7.3.4.2 Off-Shore Financial Services

In June 2000, St. Kitts and Nevis were adjudged by the OECD to be engaged in harmful tax competition, and most critically, not to have been cooperative with the OECD in ensuring that their legal system provides safeguards against money laundering. This is a serious blow to the other growth industries in Nevis and may result in a decline in its revenue base.

The Off-Shore Sector has been in operation since 1984, under the primary enabling legislation of the Nevis Business Corporation Ordinance. In the first quarter of 2000, there were 47 registered as off-shore service providers including local companies. However, most providers are foreign owned companies. There are three categories of institutions operating in Nevis:

- Nevis Business Corporations
- Limited Liability Companies
- Trusts

Local corporations pay taxes at the level of 38 percent on their profits. The NBCOs, LLCs and the Trusts are tax exempt, but pay registration fees starting at US $700, and up to US$2,000. There are other fees as well. These constitute the revenue derived from the sector.

Only a few nationals are employed in the higher levels of the industry, but they earn very high incomes, much above what is paid on the rest of the domestic employment market. A Trust Officer will earn in excess of EC$ 5000 per month. On average, there are about four persons employed per establishment. The major benefit of the industry is the revenue that is derived by the Government, which is used to finance capital and recurrent expenditure.

For very small countries with a limited tax base, the off-shore industry has been an important contributor to the economic life. Nevis and St. Kitts have been no exception. The black-listing of the country will hurt Nevis considerably, given that this is a major source for funding the continuing development of its economic and social infrastructure.

**7.3.4.3 Agriculture**

It is not clear that Agriculture has a high priority in Nevis at the present time. Extension services are in short supply. While there have been plans to develop a special project through CARDI for the needs of Nevis, little has been achieved to date in terms of a proposal, let alone by way of implementation.

The farming community has an acute sense of neglect. Indeed, there was the complaint that farmers face several problems. Among these are the high cost and the lack of access to arable land, destruction of crops by stray animals and insufficient assistance and support to farmers from the government. Over-fishing and other structural problems have hit the fishing industry with the result that the sector has gone into the doldrums. By and large, there is little to suggest that the link between tourism and agriculture has been actively promoted.

The one bright spot in Agriculture has been in the area of bee-keeping. The work of the Cooperative Department had been a major ingredient in the success of the bee-keepers of the island, who have developed a small export market.

**7.3.4.4 Implications for Policy**

The Government has pursued tight fiscal management, conscious of the fact that the costs of basic services and infrastructure development are inevitably high for a small country. There is sensitivity at the level of the Ministry of Finance, that the island faces a difficult period in the
short to medium term. Tourism and Off-shore services in an economy that is miniscule betrays all the tell-tale signs of lack of diversification when one or both foreign exchange earners go into precipitous decline. Collapse of sugar, or cotton prices created poverty in earlier periods. Decline in Tourism – whether because of acts of God, or of the market – hurts no less.

Nevis has no other choice but to continue to attempt diversification and upgrade its workforce to attract industry willing to pay better wages. At the same time as it strengthens the existing foreign exchange earners, it exploits all opportunities for linking agriculture forward to domestic demand from the Tourism Sector.

7.3.5 Facilitation of Domestic Businesses and Credit

7.3.5.1 Assumptions

- Access to credit allows some of those in lower socio-economic category to create their own means of poverty eradication.
- Availability of credit will afford the opportunity to Nevisians to participate more directly in the economic development of their country
- The entry of Nevisians into key growth industries requires facilitation given their lack of preparation.
- Institutions that facilitate the mobilisation of financial resources from among the population can contribute to increasing the supply of capital for productive purposes.
7.3.5.2 Summary Findings

<table>
<thead>
<tr>
<th>Issue</th>
<th>Agency</th>
<th>Mechanisms</th>
<th>Results/Situational Analyses/Effects</th>
</tr>
</thead>
<tbody>
<tr>
<td>Provision of Credit</td>
<td>Development Bank</td>
<td>Maintaining portfolio of credit for SMEs.</td>
<td>Limited credit available to Nevisians from outside banking system.</td>
</tr>
<tr>
<td></td>
<td>Social Security Department</td>
<td>Promoting Nevisians as entrepreneurs in Tourism Sector.</td>
<td>Banking system not facilitative of private sector involvement of Nevisians.</td>
</tr>
<tr>
<td></td>
<td>Nevis Credit Union</td>
<td></td>
<td>Need for business support systems including training in addition to facilitative credit arrangements.</td>
</tr>
<tr>
<td></td>
<td>Foundation for National Development</td>
<td></td>
<td>Social Security Department not well geared to address the needs of Nevis.</td>
</tr>
<tr>
<td></td>
<td>SEDU</td>
<td></td>
<td>Nevis Credit Union contributing to business development.</td>
</tr>
<tr>
<td></td>
<td>Chamber of Commerce</td>
<td></td>
<td>SEDU making some impact.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Chamber of Commerce limited to advocacy.</td>
</tr>
</tbody>
</table>

In the context of federalism, it is not clear that agencies like the Social Security Board and the National Development Bank have fully geared themselves to satisfying the competing and complementary needs of the clientele of the two islands. The Foundation for National Development may have fared better in this regard.

However, the Nevis based institutions with a Nevisian focus seem to have been more sensitive to local requirements. The Nevis Credit Union has done sterling work, extending its operations into the provision of credit to small enterprises in Nevis. SEDU has been able to stimulate interest among Nevisians in entrepreneurship, and has contributed by way of business support. Its inability to organise finance may pose a constraint and lead to frustration. The Department of Cooperatives has demonstrated capability but its reach tends to be limited to organisations or groups prepared to function as cooperatives.

7.3.5.3 Implications for Policy

The organisations that are federal in structure need to address and be seen to be addressing the needs of Nevis in a coherent way, that is transparent to Nevisians to avoid any suspicion of bias and fears of marginalisation of the island. Fear and suspicion are always real in their consequences and the basis for them must always be eliminated, such that there is always proof that they are groundless. This puts a tremendous responsibility on administrations located primarily in St. Kitts. Sensitivity to their role in ensuring the integrity of the federal state will contribute tremendously to dealing with such issues.
There is need for greater coordination in Nevis of the development of small business and in the promotion of nationals in business development. Access to credit complemented with training is a necessary though not a sufficient condition for the involvement of nationals. In the absence of such programmes, however, the growth potential in the economy will be achieved mainly through the involvement of non-nationals, thereby exacerbating the sense of marginalisation that many Nevisians feel.

7.3.6 **Education and Human Resource Development**

7.3.6.1 **Assumptions**

- The higher the level of education and training of an individual, the more likely will there be marketable skills and knowledge, and the less the likelihood of unemployment and poverty;
- The better the provision for education of the poor today and the greater their participation in the educational and training process currently, the less is the likelihood of their children repeating the cycle of poverty tomorrow;
- A sound education and training system lays the foundation for export competitiveness across all sectors, and for flexibility in the face of economic and occupational changes; and
- High sensitivity to the role of knowledge contributes to making society receptive to the continuous upgrading of human resources.

7.3.6.2 **Summary Findings**

<table>
<thead>
<tr>
<th>Issue</th>
<th>Agency</th>
<th>Mechanisms</th>
<th>Results/Situational Analyses/Effects</th>
</tr>
</thead>
<tbody>
<tr>
<td>Education and Training</td>
<td>Ministry of Education of the Nevis Island Administration</td>
<td>Most children in 4-5 age group in Preprimary schools.</td>
<td>Substantial state presence in pre-school education.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Provision of universal primary and secondary education.</td>
<td>Universal enrolment at primary and secondary levels.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Provision of school feeding and subsidies for school books and transport.</td>
<td>Free school books and bus services for some secondary students based on need.</td>
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<tr>
<td></td>
<td></td>
<td>Post-secondary education, training and upgrading of workforce.</td>
<td>School meals provided to some children.</td>
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<tr>
<td></td>
<td>Department of Labour in Nevis</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td>Post-secondary education in St. Kitts.</td>
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<td></td>
<td></td>
<td>Adult education well partonised.</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td>Absence of institutional arrangements for collaboration between State and private sector in training and upgrading of workforce.</td>
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<td></td>
<td></td>
<td></td>
<td>Limited monitoring of skill requirements, and lack of clarity in respect of the responsibility.</td>
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</tbody>
</table>
7.3.6.3 **Implications**

The present cohort of children and young people of school age have benefited from the provision of universal primary and secondary education. However, the older age groups, who are going to be the majority of the participants in the labour force in the 21st century missed the expansion that took place at the secondary level when they were in that age cohort. They are relatively ill-equipped to deal with the future.

Given the very small population base of Nevis, there is need for measures to be put in place to upgrade the work-force to meet the expanding need for skilled personnel required in the economy. Nevisians will find themselves consigned to lower level occupations, unless the appropriate measures are implemented as a matter of urgency. There is need to support participation (by way of subsidies) of a larger number of Nevisians at the Community College in St. Kitts and to institutionalise arrangements for Distance Education and for correspondence courses, to ensure a high level of participation of the current work-force in programmes to lift the educational level.

This is a sine qua non for ensuring readiness for retraining that will be required of most members of the work-force in an island economy that needs flexibility to survive. Economic viability for small countries depends on the level of flexibility and the depth of knowledge and skills resident in the labour force. Training and education constitute the major element in the production platform of the country. There is need to inculcate a commitment to life-long learning, to elicit a greater level of individual or private effort in taking advantage of the educational opportunities that the Government may create.

There is an obvious presence of Spanish speaking residents, many of whom are descendants of Nevisians who emigrated to the Dominican Republic at an earlier period. The problem of language education must be addressed. There are also Guyanese who may decide to remain in the country, given the possibility for more stable employment in their country of adoption. Their needs for educational and training upgrading have to be addressed also.

7.3.7 **Community Organisation and Community Development**

7.3.7.1 **Assumptions**

The higher the level of community organisation and the better integrated is a community, the greater the probability that it would be able to:

- derive solutions for its own problems;
mobilise internal resources for its own development; and
secure resources from outside including public goods and services available from the State and NGO support from elsewhere.

7.3.7.2 Summary Findings

<table>
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<tr>
<th>Issue</th>
<th>Agency</th>
<th>Mechanisms</th>
<th>Results/Situational Analyses/Effects</th>
</tr>
</thead>
</table>
| Community        | Department responsible for Community Development in the Nevis Island Administration | Provision of support to communities in development of internal capacity. | Department not adequately geared to provide service to communities.  
| Development      |                                                                        |                                                 | Incapacity of communities in self mobilisation.  
|                  |                                                                        |                                                 | St. John’s Community Club one of the few exceptions.  
|                  |                                                                        |                                                 | Some religious organisations providing community support, e.g. Anglican Youth Association. |

7.3.7.3 Implications for Policy

There is need for training of community development officers and for their deployment to work with the various communities on the island. The work of the St. John’s Community Club shows that communities that can be mobilised for their own development, and there are many initiatives that communities can undertake on their own, if there exists the appropriate leadership and stimuli. Community development has to become a more active brief of the Department, therefore. In addition, there is need to strengthen the few NGOs and CBOs that exist, such that they could contribute to community development.

7.3.8 Health Care

7.3.8.1 Assumptions

- The better the quality of primary health care available, the greater the probability that households will enjoy good health, and will be capable of leading productive lives;
- High quality primary level health care allows the children of the poor a better chance to exploit educational and economic opportunities;
- The availability of good family planning services backed up by information and family life education can prevent the prevalence of teenage pregnancies, and affords women the opportunity of controlling their reproduction; and
- Good environmental health procedures prevent the spread of communicable diseases.
7.3.8.2 Summary Findings

<table>
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<tr>
<th>Issue</th>
<th>Agency</th>
<th>Mechanisms</th>
<th>Results/Situational Analyses/Effects</th>
</tr>
</thead>
<tbody>
<tr>
<td>Health Care</td>
<td>Ministry of Health in Nevis</td>
<td>Provision of curative and preventive care through and health centres and hospital in Charlestown.</td>
<td>• Health centres readily accessible to all communities in all parts of the island.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• Difficult tertiary care cases sent to St. Kitts or abroad.</td>
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<td></td>
<td>• Immunisation generalised among children.</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td>• Dental services available free to school children.</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td>• Family planning services widely available but family life education lacking.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• Life style diseases becoming significant, especially diabetes.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• Poor sanitary conditions in some poorer communities.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• Public education badly needed in respect of diet and personal responsibility in health care and wellness.</td>
</tr>
<tr>
<td></td>
<td>Ministry of Health</td>
<td>Public Awareness of HIV/AIDS.</td>
<td>• Absence of effective programme for HIV/AIDS in the society.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Control of STDs.</td>
<td>• Doctors underreport cases of HIV/AIDS.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• Need to maintain effective public education on HIV/AIDS in English, and Spanish.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• Need for widespread provision of condoms.</td>
</tr>
</tbody>
</table>

7.3.8.3 Implications

Primary health care determines, in part, the quality of life of the population. The majority of the population utilises the services of the Ministry of Health. However, there are gaps in the primary health care system. There is need to fill the position in public health education even if this means temporary assignment of an official while the present incumbent is in training. Life style diseases, nutrition and diet, the care of children and babies, the afflictions of old age are some of the areas in respect of which the population needs to be educated.

There is an apparent under-reporting of HIV/AIDS, which needs to be addressed. There is need for a vigorous programme to promote condom use in unprotected sex, and for the provision of condoms in public places. The dangers of multiple partnering have to be fully aired, especially among young people, and counseling services for victims of HIV/AIDS must be provided.

The issue of fees being charged by doctors who function in the public system and the extent of entitlement due to the general public must be clarified. Also, the issue of cost recovery has to be addressed frontally.
27.3.9 CARE FOR THE VULNERABLE

7.3.9.1 Assumption

- The wider the safety net, the greater the probability that households will receive the level of benefits that can stave off severe poverty whenever it threatens;
- Social and economic processes leave some members of society vulnerable in the face of the inability of household or of community to provide adequate protection.

The range and the quantum available through supportive services is dictated by societal notions of what is deemed to be appropriate for maintaining decency in society. Thus, some societies set a greater store than others on providing for the material well-being of those who are vulnerable to deprivation of one form or another and are unable, on their own, to pull themselves out of poverty. Remedial services help to restore the vulnerable to some measure of viability.

In addition, society, through the Government, may provide general subsidies, which contribute more than social protection, by removing risks to capacity building. Thus an effective school feeding programme ensures that children are well equipped physically to take advantage of the educational system. The provision of school uniforms and school books stems from a similar motivation.

7.3.9.2 Summary Findings

<table>
<thead>
<tr>
<th>Issue</th>
<th>Agency</th>
<th>Mechanisms</th>
<th>Results/Situational Analyses/Effects</th>
</tr>
</thead>
<tbody>
<tr>
<td>Challenged Children</td>
<td>Ministry of Education</td>
<td>Special Schools</td>
<td>St Thomas Primary School caters special classes for challenged children.</td>
</tr>
<tr>
<td>Night Care</td>
<td>The Change Centre</td>
<td>Care</td>
<td>Night care for children of mothers working at night to protect children from abuse.</td>
</tr>
<tr>
<td>Pre-schools</td>
<td>Early Childhood Education</td>
<td>Pre-school Services</td>
<td>Pre-schools available at a fee, but free to parents lacking the means to pay.</td>
</tr>
</tbody>
</table>
Summary Findings (continued)

<table>
<thead>
<tr>
<th>Issue</th>
<th>Agency</th>
<th>Mechanisms</th>
<th>Results/Situational Analyses/Effects</th>
</tr>
</thead>
<tbody>
<tr>
<td>Youth</td>
<td>Ministry of Youth and Sports&lt;br&gt;Department of Community Affairs, Youth and Gender</td>
<td>Provision of services to Youth.</td>
<td>Sporting groups promoted for young men and women in communities.&lt;br&gt;Few services for troubled youth.</td>
</tr>
<tr>
<td>Senior Citizens</td>
<td>Department of Community Affairs, Youth and Gender&lt;br&gt;Red Cross</td>
<td>Care for the elderly.</td>
<td>Increase in number of elderly in need of care posing challenge to present arrangements.&lt;br&gt;Visits and baths organised for shut-ins.&lt;br&gt;Red Cross very effective in reaching the elderly.</td>
</tr>
<tr>
<td>Victims of Abuse</td>
<td>The Change Centre</td>
<td>Safe environment for the abused.</td>
<td>Centre provides counselling temporary home for victims of abuse.</td>
</tr>
</tbody>
</table>

There exist a number of programmes of a supportive nature in Nevis. There are fewer of a remedial nature. The pace of economic and social change in the society has generated problems that challenge the capacity of the country to respond adequately. The Change Centre and the Red Cross have been significant interventions, in their respective areas, but are inadequate to the task that is emerging across a number of fronts.

7.3.9.3 Implications for Policy

There is need for an official recognition of the enormity of the task that befalls an island undergoing rapid change. The growth in employment, the entry of women into the labour market, the decline in the influence of the extended family, the inflow of immigrants, all have an effect that show up in some households with disastrous effects. Some areas of vulnerability have been catered for: school feeding for children in need, the supply of school books to many, and some aspects of care of the elderly, care for victims of abuse.

Major gaps have emerged, however, and there is need to address them in a coherent fashion. With the aging in society and the fact of mobility, there will be many more senior citizens in need of care. There is need to consider organised foster care given the increase in children orphaned by the spread of HIV/AIDS.

There are no arrangements for youth who have committed misdemeanours that attract the attention of the Police. There is little to assist teenage mothers. There are cases of persons in need of temporary relief who avoid approaching the Department of Social Welfare because of the stigma that this brings. The Police are not yet sufficiently cognizant of the importance of early action in situations of abuse.
The Nevis Island Administration will have to provide for the coordination of the services that it offers itself along with the few NGOs and CBOs in addressing the wide range of issues requiring systematic support and professional preparation.

7.3.10 Conclusion

Section 7 has reviewed the initiatives taken by a range of organisations and institutions that intervene in the lives of citizens in Nevis. The island has experienced unaccustomed growth over the last decade. A plantation economy was transformed into a peasant, or small-holder economy when sugar collapsed. Emigration provided the escape route for many. The advent of Four Seasons Hotel in the early 1990s marked a new stage in the economic and social development of the island. As other hotels followed, full employment by Nevisian standards was quickly achieved. Immigrants, including inflows from the sister island, have arrived. New employment opportunities have emerged, but Nevisians have not been adequately prepared in number and in quality for many of the more important positions.

The growth in revenue deriving from Tourism and subsequently from Off-shore Financial Services has provided considerable revenue affording the island the wherewithal to expand and improve the infrastructure – economic and social. Meanwhile the federal structure, still with areas of ambiguity and/or divergent interpretations, has not fostered the arrangements for a coherent development strategy of the two islands together. There are clearly situations where this ambiguity is reified in claims of under-provision for the needs of Nevis. Unfortunately, there do not seem to be the technical details for an unbiased discussion of these matters. Their lack of resolution weakens the anti-poverty thrust that all espouse.

Indeed, Nevis provides some amount of social services that attenuate the effect of the poverty that has been identified. Thus, while direct expenditure at the household level suggests poverty for some 32 percent of households, there are social provisions that counteract this: school feeding, school books, uniforms for the needy, free medical services for the elderly, dental care for children, services to shut-ins, inexpensive day care services for children, but free to mothers in need.

There remain critical problems to be addressed. The island is not equipped with the level of flexibility in its national work-force to adjust to changes required for successful participation in the international division of labour. Nor has it clearly identified the thrust to be made in diversifying to accommodate for the possibility of changes in the Financial Services and Tourism Sectors. The SLC has established that most of its work-force did not have the benefit of the advances that have taken place in the provision of secondary education.
There is a major need for initiatives in community development, the absence of which constrains the societal response in the face of the social and economic problems that are emerging. Some of these include slow growth in the population of native Nevisians, the aging of the population, the spread of HIV/AIDS, the relatively rapid growth in imported labour, and integration of these workers.

Given the growth that the economy has registered in recent years, the poverty that has been identified must be lower than what obtained about a decade ago. Thus, poverty would have descended to 32 percent from some higher level. On the other hand, the more recent course of the economy of Nevis suggests that, in the absence of concerted measures, there could be a reversal to rising poverty levels.

Natural hazard has struck tourism with the increase in the number of hurricanes and in their intensity. OECD is threatening with the black listing of the offshore financial sector of the island. Poverty reduction will require clear strategy to address the structure of the economy of the island as it faces new realities.

**8.0 REDUCTION OF POVERTY IN NEVIS**

On the attainment of independence, Nevis had already experienced the full effect of the secular decline of the sugar industry. A peasantry of small holders had emerged. These are all indications that the island was poorer than the sister island, St. Kitts. Export crops like cotton provided inflows for a while but no activity developed that was capable of providing stable and good incomes for the population.

Migration to St. Kitts and to other Caribbean islands was one response. Fishing and vegetable production for the market of St. Kitts were other avenues. Meanwhile, light industry had started to emerge in St. Kitts and that provided a magnet for young workers in Nevis seeking employment and income that their island could not provide. If there was poverty in St. Kitts, there was greater poverty in Nevis, which was the less developed of the two islands, in terms of the income opportunities and of the economic and social infrastructure.

The stimulation of a pole of growth in Nevis came after the light industry had already taken root in St. Kitts. There was no comparable industrial growth in Nevis. Off-shore financial services started in the mid 1980s with the introduction of the enabling legislation, and likewise tourism. Thus, the very first spurt in the modern economy of Nevis came less than fifteen years ago. The growth in employment opportunities, the expansion of the social infrastructure, and the creation of a social safety net have reduced poverty to the level identified in the first half of the year.
2000. The island has done well in transforming what was very much a subsistence economy in a low level equilibrium trap.

The only hotel of five star status in the Federation at the moment is the Four Seasons Hotel in Nevis. The island has been able to attract the higher niche in the tourism market of travelers seeking more remote and less trafficked locations. This has earned good incomes for the island, and along with off-shore financial services, has provided the wherewithal for considerable transformation of the economy. The expansion in hotel plant and in infrastructure also stimulated the internally traded sectors like construction and distribution.

The two key sectors have been hit by difficulties in the more recent period. A succession of violent hurricanes has hit hard the tourism plant of the island and has disrupted visitor arrivals. The Four Seasons has had to remain closed for repairs in the last tourist season. Secondly, at the end of June 2000, OECD listed St. Kitts and Nevis, to be engaged not only in harmful tax competition but also to be a probable location for money laundering. Nevis is the base of the Off-shore Industry in the Federation.

The gains that Nevis made in the late 1980s and 1990s could be reversed in the absence of major strategic initiatives. Thus the poverty reducing thrust of its development programme could be arrested. The island faces all the difficulties of very small states whose economic structure is anchored on one or two export industries. Difficulty in one or the other has an immediate ripple effect on income, employment, and government revenue and can quickly increase the poverty roll. Nevis has been reducing its poverty level, but may find it difficult to continue the process in the short to medium term.

Outside of its amenity resources of sun, sea, and sand and nature reserves of forests, Nevis has its people. These are the resources that allow it to earn its keep in the international economy. The flexibility of its small workforce and the ability to attract niches in the international division of labour, depends on its constantly upgrading its people to make them attractive to international capital, and/or capable of creating opportunities from within to enter foreign markets with products and services. This depends on the presence of institutional structures for worker upgrading in respect of education and training. Such structures do not currently exist in Nevis.

The island needs to embark on a number of initiatives immediately. These include:

- An aggressive programme in human resource upgrading through education and training.
- The promotion of activities in which Nevis could create a competitive advantage for itself.
- The provision of affordable credit and supporting business extension services to Nevisians for the development of SMEs.
- Expansion of the social safety net to address poverty when it arises and to orient victims to new opportunities.
- Promotion of community development and community empowerment.
- Promotion of agriculture.

An important premise is that it is possible for the Island Administration to identify a few of the leads and to pursue them with finesse such that even without the capacity to indulge in industrial policy, the island can attract activities that are rewarding to its work-force and the island as a whole. Another imperative is the regularising of the relationship between the Federal Government and the Island Administration, given the need for fiscal arrangements to be supported by formulae that are fair, and equitable, transparent, and capable of accommodating to the challenges posed to a twin island state with divergent capacities and resources.

The initiatives enumerated above represent the minimum programme designed to reduce poverty or to arrest its spread and to bring the poor not only succour in the period of need, but also the capacity to solve problems on their own. These should be complemented by other measures, the more critical of which are outlined below.
1. GENERALISED HUMAN RESOURCE DEVELOPMENT

<table>
<thead>
<tr>
<th>Goal</th>
<th>Time Frame</th>
<th>Strategy</th>
<th>Purpose</th>
<th>Implementing Agency</th>
<th>Output</th>
<th>Methods of Verification &amp; Monitoring</th>
</tr>
</thead>
</table>
| Maximise training and upgrading of existing workforce, and improve work ethic | I | • Reform Adult Education.  
• Use of multi-purpose centres to upgrade workers.  
• Close counterpartering of technical and professional persons on work-permits by nationals.  
• Mounting of short courses in an outreach programme to Nevis by Community College.  
• Institutionalise training and retraining programmes as normal activities for industrial and service sector development.  
• Scholarships for Nevisians to attend Community College in St. Kitts. | Ensure that workers can graduate to higher level of skills and can make the country attractive as the location for higher income earning activities. | • Ministry of Education, Department of Labour, Department of Cooperatives and Private Sector in Nevis and Community College in St. Kitts.  
• Ministry of Human Resources | Better trained workers among the population. | Reports of Ministry of Education, Ministry of Human Resources, Department of Labour, and Department of Cooperatives |

Key:  
I - Immediate Priority  
S - Short-term Priority  
M - Medium-term Priority
2. INCOME AND EMPLOYMENT GROWTH IN TARGETED SECTORS

<table>
<thead>
<tr>
<th>Goal</th>
<th>Time Frame</th>
<th>Strategy</th>
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<th>Output</th>
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</tr>
</thead>
</table>
| Promote employment growth in specific sectors using training and skills upgrading as the basis of industrial policy | S | Train nationals in skills for industries to be targeted for entry into the country. | Preparation of trained personnel to make country attractive in targeted activities. | • Ministry of Finance  
• Ministry of Education  
• Department of Labour  
• Ministry of Human Resources  
• Hotel and Tourism Association | • Expanded number of persons with skills for industries with growth potential. | Reports of Ministry of Finance |
### 3. IMPROVEMENT OF LABOUR MARKET OPERATIONS

<table>
<thead>
<tr>
<th>Goal</th>
<th>Time Frame</th>
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<th>Purpose</th>
<th>Implementing Agency</th>
<th>Output</th>
<th>Methods of Verification &amp; Monitoring</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employment expansion and income growth for lower paid workers</td>
<td>I</td>
<td>Closer monitoring of labour requirements of firms.</td>
<td>• Provide up-to-date labour market information to guide career choice of new entrants and to reorient existing workers to new opportunities.</td>
<td>Department of Labour</td>
<td>Compilation of regular information and statistics on absorption of labour by sector, through use of survey information or from key informant data from employers, and work permit information of Immigration Department.</td>
<td>Reports of Department of Labour</td>
</tr>
</tbody>
</table>
| I | • Development of programmes of training and re-training for workers in collaboration with industry with costs shared between Government and Private Sector.  
• Continued development of programmes of training. | • Facilitate upgrading of workforce and enhancement of skills.  
• Establish industry fund for training. | • Collaborative arrangement of Department of Labour, the Community College, and the Ministry of Education  
• The Chamber of Industry and Commerce of Nevis  
• Foundation for National Development of Nevis | | • Expansion of technical and vocational education.  
• Development of arrangements for outreach programmes by Community College.  
• Promotion of self-upgrading schemes for workers. | Annual reports of Department of Labour, Community College, and multi-purpose centres |
### 4. INCOME AND EMPLOYMENT GROWTH IN SME’S

<table>
<thead>
<tr>
<th>Goal</th>
<th>Time Frame</th>
<th>Strategy</th>
<th>Purpose</th>
<th>Implementing Agency</th>
<th>Output</th>
<th>Methods of Verification &amp; Monitoring</th>
</tr>
</thead>
</table>
| Expand employment and income opportunities for Nevisians | 1 | • Expand opportunities for small and medium sized Nevisian entrepreneurs.  
• Develop credit arrangements appropriate for small and medium sized businesses.  
• Develop business extension services.  
• Train small business people to self-manage.  
• Create structures to support collaboration and industrial organisation among small and medium sized businesses in particular sectors. | Facilitate participation of nationals in business and industry as entrepreneurs at various levels, and in self-employment. | Ministry of Finance in collaboration with Department of Cooperatives, SEDU, FND, National Development Bank, and Nevis Credit Union | Focused approach to the development of Nevisian entrepreneurship and implementation of appropriate mechanisms. | Periodic reports of respective agencies |
## 5. SOCIAL SAFETY NET

<table>
<thead>
<tr>
<th>Goal</th>
<th>Time Frame</th>
<th>Strategy</th>
<th>Purpose</th>
<th>Implementing Agency</th>
<th>Output</th>
<th>Methods of Verification &amp; Monitoring</th>
</tr>
</thead>
<tbody>
<tr>
<td>Improve flexibility of social safety net and its reach to those in need</td>
<td>I</td>
<td>Maintain constant review of system to ensure that those deserving help receive it.</td>
<td>Ensure early warning system to identify those at risk including workers in activities facing long term or permanent lay-off.</td>
<td>Department of Community Affairs Department in collaboration with Department of Labour</td>
<td>Better service to the vulnerable by means/testing and periodic review.</td>
<td>Annual Reports of the Community Development Department</td>
</tr>
<tr>
<td>S</td>
<td>Ensure protection for the vulnerable – elderly, disabled, disadvantaged women and children, teenaged mothers.</td>
<td>Social protection.</td>
<td>Department of Community Affairs</td>
<td>• Improved capacity to help the vulnerable. • Regularisation of responsibilities of Community Development and Social Security. • Special facilities - schooling for teenaged mothers, and expansion of arrangements for foster care.</td>
<td>Report of Community Development Department</td>
<td></td>
</tr>
</tbody>
</table>
6. COMMUNITY DEVELOPMENT AND EMPOWERMENT

<table>
<thead>
<tr>
<th>Goal</th>
<th>Time Frame</th>
<th>Strategy</th>
<th>Purpose</th>
<th>Implementing Agency</th>
<th>Output</th>
<th>Methods of Verification &amp; Monitoring</th>
</tr>
</thead>
<tbody>
<tr>
<td>Develop capacity in all communities to mobilise for their own</td>
<td>I</td>
<td>• Establishment of a community development focus and capacity in Community Development Department. • Encourage Community Organisation in various communities and villages.</td>
<td>Creation of capacity in communities for self-direction, for self-help, and community initiative.</td>
<td>Community Development Department and the Change Centre</td>
<td>Training programmes in leadership and organisation.</td>
<td>Reports of Community Development Department and the Change Centre</td>
</tr>
</tbody>
</table>

7. ENGENDERING SOCIAL RELATIONS

<table>
<thead>
<tr>
<th>Goal</th>
<th>Time Frame</th>
<th>Strategy</th>
<th>Purpose</th>
<th>Implementing Agency</th>
<th>Output</th>
<th>Methods of Verification &amp; Monitoring</th>
</tr>
</thead>
<tbody>
<tr>
<td>Inculcate gender equity across society and eliminate disabilities</td>
<td>I</td>
<td>Strengthen provision for girls and women to participate in all areas of national life.</td>
<td>Ensure gender equity in society</td>
<td>Community Development Department and the Change Centre</td>
<td>Cultivation of gender sensitivity across the society.</td>
<td>Reports of Community Development Department and the Change Centre</td>
</tr>
</tbody>
</table>

8. FISCAL REVIEW

<table>
<thead>
<tr>
<th>Goal</th>
<th>Time Frame</th>
<th>Strategy</th>
<th>Purpose</th>
<th>Implementing Agency</th>
<th>Output</th>
<th>Methods of Verification &amp; Monitoring</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ensure sustainability of fiscal resources given more demanding</td>
<td>M</td>
<td>Review system for taxes and charges.</td>
<td>Examine tax system for equity and efficiency implications for revenue sharing and public expenditure in both Nevis and St. Kitts.</td>
<td>Department of Finance and Planning</td>
<td>Quantitative and qualitative analysis of the functioning of the tax system vis-à-vis various groups on each island and benefits received from Government Expenditure.</td>
<td>Reports produced by Ministries of Finance of both the Federal Government and the Nevis Island Administration</td>
</tr>
</tbody>
</table>
9. INCOME AND EMPLOYMENT GROWTH IN AGRICULTURE

<table>
<thead>
<tr>
<th>Goal</th>
<th>Time Frame</th>
<th>Strategy</th>
<th>Purpose</th>
<th>Implementing Agency</th>
<th>Output</th>
<th>Methods of Verification &amp; Monitoring</th>
</tr>
</thead>
</table>
| Increase income for lower income groups | I | • Promote arrangements for forward linkage of Agriculture to Tourism.  
• Expand and diversify within Agriculture with due regard for brittleness of the environment. | • Increase incomes and employment in agriculture.  
• Reduce importation of food. | Departments responsible for Finance and Planning, Agriculture and Tourism | Action plan of Departments for Finance and Planning and Agriculture with development strategy for the sector and for supporting requirements. | Collaboration within Government and between Government, and Private Sector |
| | I | Promote training of farmers. | Provide composite extension services to farmers. | Department responsible for Agriculture and CARDI | Readily available personnel providing Extension Services to farmers. | |
| | I | Develop credit for agriculture. | Afford farmers resources to undertake development of farms. | SEDU, National Development Bank, FND, Nevis Credit Union | • Credit programmes for agriculture.  
• Effective loan recovery system. | Periodic data on disbursements and repayment performance of farmers |

10. LIFE LONG LEARNING

<table>
<thead>
<tr>
<th>Goal</th>
<th>Time Frame</th>
<th>Strategy</th>
<th>Purpose</th>
<th>Implementing Agency</th>
<th>Output</th>
<th>Methods of Verification &amp; Monitoring</th>
</tr>
</thead>
</table>
| Inculcate value of life – long learning | I | • Upgrade and increase appeal of adult education and training for all post school age cohorts on the island.  
• Use mass media in popularising concept of self-upgrading as self-protection. | • Secure massive improvement in education base of population and labour force in particular.  
• Develop in the society the capability of adjusting to the rapidly changing knowledge environment and of exploiting it. | Ministry of Education | • Improved general preparedness for training and retraining in population.  
• Greater orientation to educational achievement. | Reports of Ministry of Education |
## 11. PRIMARY HEALTH CARE

<table>
<thead>
<tr>
<th>Goal</th>
<th>Time Frame</th>
<th>Strategy</th>
<th>Purpose</th>
<th>Implementing Agency</th>
<th>Output</th>
<th>Methods of Verification &amp; Monitoring</th>
</tr>
</thead>
</table>
| To provide high quality primary health care for population and improve preventative practice | I          | Popularise healthy eating and lifestyles using mass media and other methods.  
Inculcate public responsibility for wellness.  
Encourage condomisation through widespread availability of condoms. |  
• Improve public understanding of individual capacity to maintain wellness.  
• Insure healthy population at lowest possible cost.  
• Reduce lifestyle diseases.  
• Reduce spread of HIV/AIDS.  
• Reduce spread of substance abuse. | Ministry of Health, | Healthy population well-equipped for self-care. | Reports of Ministry of Health |
## 12. ENVIRONMENTAL SANITATION AND PROTECTION

<table>
<thead>
<tr>
<th>Goal</th>
<th>Time Frame</th>
<th>Strategy</th>
<th>Purpose</th>
<th>Implementing Agency</th>
<th>Output</th>
<th>Methods of Verification &amp; Monitoring</th>
</tr>
</thead>
</table>
| Provide services to improve and maintain high environmental quality | I | • Expand solid waste services.  
• Develop systems for recycling and for disposal of non-biodegradable materials.  
• Encourage commitment to waste reduction /minimization. | • Maintain a healthy environment.  
• Eliminate risk of communicable diseases. | Ministries of Health, and of Works | • High environmental quality. | Reports of Ministry of Health |
| | I | Develop public education on environmental sanitation. | Achieve pleasant environment in public and private locations. | Ministry of Health  
Department of Physical Planning | High cleanliness in public places. | Reports of Ministry of Health, and Department of Physical Planning |
| Arrest and reverse environmental degradation | S | • Cultivate appreciation for maintenance of natural environment.  
• Cultivate public awareness of need for recycling and for safe disposal of non-biodegradable materials.  
• Public promotion of planting and protection of trees and forests. | • Safeguard environment for posterity.  
• Restoration and maintenance of the natural habitat. | Ministry of Health  
and Department of Physical Planning | • Improvement of quality of environment.  
• Elimination of sand mining.  
• Cleaner public places including beaches.  
• Greater public spirit and commitment in respect of things environmental. | Reports of Ministries of Health and Department of Physical Planning |
13. EXPAND HOUSING STOCK

<table>
<thead>
<tr>
<th>Goal</th>
<th>Time Frame</th>
<th>Strategy</th>
<th>Purpose</th>
<th>Implementing Agency</th>
<th>Output</th>
<th>Methods of Verification &amp; Monitoring</th>
</tr>
</thead>
</table>
| Improve housing conditions for lower income households and eliminate slums | S | • Identify and develop land for housing. | • Ensure availability of land for low income persons through Nevis Housing & Land Development Corporation.  
• Ensure planning of physical infrastructure for establishment of new housing estates. | Nevis Housing & Land Development Corporation, Departments of Physical Planning and Lands and Surveys | Land earmarked for housing and for new housing estates with facilities properly planned. | Nevis Housing and Land Development, Department of Physical Planning and Lands and Surveys |
| | S | Increase low cost housing and aided self-help programmes. | Improve housing of lower income groups including housing for temporary workers. | Nevis Housing & Land Development Corporation | Decent housing for population. | Reports of Housing Corporation |

8.1 CREATING AND SUSTAINING A POVERTY REDUCTION PROCESS IN NEVIS

Nevis, as part of the Federal State of St. Kitts and Nevis, has made creditable strides in its development, having regard to what its economic structure was on the attainment of Independence. The island was able to take advantage in the growth of international tourism by profiling itself as a newer destination for the high-end niche in the market. It also benefited from the growth in demand for off-shore financial services.

Small open economies have to be highly flexible to adjust to changes in the international economy. Inflexibility usually results in declining incomes and/or poverty, in short order in the face of shifts in external demand. In the first phase of its post-independence, Nevis was able to make a reasonable adjustment, and, in so doing succeeded in reducing poverty on the island.

Emigration was, for much of its post-slavery history, the major relief to lack of opportunity for income and employment growth. Following independence, the Federal Government created new possibilities in St. Kitts through its industrial policy. The employment created on that island by burgeoning industry and by the expansion of Government services following independence, afforded an opportunity for many Nevisians: some of them had gained secondary education in St. Kitts and remained on completing their schooling. Thus, emigration and relocation from Nevis
continued to be the tradition for upwardly mobile Nevisians. In the mid 1980s, the Nevis Island Administration started to lay the foundation for growth on the island of Nevis itself. Relative success in this regard, meant that Nevis became a growth node itself. Along with its sister island, Nevis has graduated to the higher middle income level in international terms.

Poverty as measured by expenditures directly at the discretion of households may be high. However, extreme poverty in Nevis is attenuated by a supply of public goods and social services, that while not generous, provide some relief to the poor. The island now has to adjust to a new reality. It lies firmly in the path of violent storms and hurricanes, which put its tourism plant at greater risk than was anticipated, and increases the costs of infrastructure that now has to be constructed to much higher standards. Moreover, sea-rise evinced in the Lenny episode, can devastate beaches and other amenities. The naming of St. Kitts and Nevis as harmful tax havens threatens the other growth sector of the economy of the island that depends totally on these two sectors for the earning of foreign exchange and for providing much of Government Revenue.

Nevis’s capacity to continue the reduction of poverty depends vitally on the adjustment that must now be made in the country to the new realities. The shift in weather patterns and in the rules of transparency in off-shore financial services has come long before Nevis could eradicate poverty. It now requires a difficult transition to allow it to reduce poverty further.

Given the high import intensity of basic consumption in such small economies like Nevis, income growth for the generality of the workforce depends on the capacity to produce output of improving value in international markets. In the context of St. Kitts and Nevis, this dictates improvement in the skills and knowledge base of the work-force. The country has not geared itself for this shift, even though there has been the notable achievement of universal secondary education. The majority of the work-force has not had the preparation to compete in the higher levels of the product and service economy of the early 21st century. Its current workforce is still comprised of workers with lower levels of certification than is necessary for the country to rise up the ladder of the international division of labour in which it must be involved for its survival.

Human resource development is central to the process of a secular reduction in poverty and to providing the country with the flexibility and capacity to expand its production frontier on a continuing basis. Special provision is required to assist women, and in particular, young mothers to secure training and educational upgrading programmes. Their participation in Adult Education and part-time training programmes is premised on evening care facilities and home-work centres that assure the safety and protection of their children.

It behooves the Government to transmit to the population the urgency with which all members of society must commit themselves to the task of building a knowledge-based economy through
investment in education, training, retraining and continuous upgrading. This is the major safeguard against poverty now and for the foreseeable future.

Human resource development is a necessary but not sufficient requirement in the development and transformation of Nevis. It has to be complemented by other interventions. The following seem to be the immediate priority:

- Conscious policies to encourage investments to exploit competitive advantages created by focused education and training programmes;
- Expansion of opportunities for nationals to enter into business, including businesses linked to servicing the hotel industry and export-oriented firms;
- Fine-tuning of social safety net to protect the vulnerable in timely fashion, with special attention to the problems of the aged, women and mothers; and
- Community development and empowerment.

There is need for social dialogue to be institutionalized on the island so that key actors can participate and contribute to the national good. The absence of a trade union presence on the island makes it impossible to create a tripartite structure, which could have served as the platform for dialogue of social partners. On the other hand, the few CBOs and NGOs can be the platform from which can evolve the social process needed in Nevis.

In the circumstances, there is need for the Government to institutionalise a structure for regular dialogue with the few NGOs and CBOs that exist on the island. An important ingredient for enlisting the participation of the various elements of civil society is the encouragement of dialogue among them first.

8.1.1 ROLE OF THE NAT

The formation of a NAT in Nevis for the present exercise resulted in a substantial degree of participation. There is a greater awareness of the role played by various arms of Government, including on the part of public officials in other departments of Government. Moreover, the presence on the NAT of NGOs and other participants brought mutual benefits to NGOs and to public officials. There is need to have this relationship continue.

8.2 INFORMATION

Finance and personnel will determine the regularity with which Nevis can conduct surveys of living conditions. There is still need for surveys in the interim providing some modicum of
quantitative and qualitative information and that permit the updating of the benchmark studies. There is an emerging capability in data gathering in Nevis, with the formal establishment of a Statistical Department. The island can now present respectable social statistics to monitor success in poverty eradication.

In addition, there are key Departments whose annual reports can provide important information in monitoring the quality of life. Information from the Ministry of Health on birth weights of children or on infant mortality, or on illnesses can give early warning signals of major problems emerging in the society. The Ministry of Education can give information on the attendance at school, retardation of children in the school system and on adult education attendance which provide more than a hint of the human resource picture evolving in the society.

Table 8.1 provides a listing of the recommendations of the communities in Nevis. There is unanimity on the need for more and better employment, improved infrastructure, more and improved community services and programmes, expanded services in adult education, counselling and guidance services for youth, and the control of stray animals. The population seeks services that could empower them and improve their capacity to deal with the realities of change in Nevis and St. Kitts.
### Table 8.1: Recommendations for Communities in Nevis

<table>
<thead>
<tr>
<th>Recommendations</th>
<th>Bath</th>
<th>Brown Hill</th>
<th>Cotton Ground</th>
<th>Rawlins</th>
</tr>
</thead>
<tbody>
<tr>
<td>More and better jobs</td>
<td>✓</td>
<td>✓</td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>More and better housing</td>
<td>✓</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>Assistance with house repairs</td>
<td>✓</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Price control</td>
<td></td>
<td></td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>Improved transportation</td>
<td>✓</td>
<td>✓</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Improved infrastructure</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>More lights</td>
<td>✓</td>
<td>✓</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Toilet facilities</td>
<td></td>
<td></td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>Community Centre</td>
<td></td>
<td></td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>Recreation facilities</td>
<td></td>
<td></td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>Improved community services by Government</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>Better and more services for the elderly</td>
<td>✓</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Community groups and programmes</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>Garbage collection</td>
<td>✓</td>
<td>✓</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Adult education</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td></td>
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<tr>
<td>Skills training</td>
<td></td>
<td></td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>Counselling and guidance for youth</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>Self-help</td>
<td></td>
<td></td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>Clean up campaigns</td>
<td></td>
<td></td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>Control of stray animals</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td></td>
</tr>
</tbody>
</table>
9.0 SUMMARY CONCLUSIONS

The Federation of St. Kitts and Nevis, as a country, has made a relatively successful transition from a plantation economy in the 1970s to a new export orientation with light manufacturing and assembly of electronic components, and subsequently to services-led growth with tourism and financial services being the main sectors. The transformation started in St. Kitts first with light manufacturing and then tourism. Nevis followed with tourism and financial services. High growth has created its own dynamic with internally traded sectors like construction and distribution.

However, the country remains highly dependent on the international economy, and the more recent performance of its tradable sector on which almost everything else depends, has not been adequate to the task of eliminating poverty. The prospects are for greater difficulties given the course of the international economy and the current condition of St. Kitts and Nevis in it. In the ‘race to the bottom’ in low skilled light manufacturing internationally, St. Kitts remains competitive only by maintaining a low wage structure for its workforce. Nevis has depended on tourism, but the tourism plant has been severely impacted by the recent storms and hurricanes. The other foreign exchange earning sector, financial services, has not generated a large number of jobs, and now faces the threat posed by the OECD countries.

While the key sectors provided employment and good incomes in the late 1980s and early 1990s, there are signs that the rate of transformation and the nature of insertion of the economy in the international division of labour have left some of its people poor, and unable to satisfy all their needs for a decent standard of living. There is a group of working poor, trapped in lower level activities, some of which are part of the international division of labour in which the country has been factored. Others have been untouched by the economic transformation because of structural problems. Meanwhile, the prospects for low wage manufacturing are no longer encouraging.

The poverty levels are not yet extreme and have been tempered by social programmes mounted by the Government in both islands as part of wide ranging subsidies. In the case of St. Kitts, in particular, there are the day care services that have allowed many women to join the workforce and to secure employment in the light manufacturing sector. School feeding and the provision of school books alleviate conditions in poorer households on both islands.

This research exercise has identified a number of measures for poverty reduction and eradication. Among the most important are:

- human resource development programme with a wide range of opportunities for life long learning;
- complementary industrial policy structured around the encouragement of more skill and knowledge intensive industries offering better wages;
- the promotion of entrepreneurship among nationals;
- community development;
- strengthening, increasing the flexibility of, and improving, traditional programmes of social protection especially for the aged, women, young people and children; and
- upgrading and expanding the physical infrastructure, as well as such aspects of the social infrastructure like low income housing.

The main task is for the country to graduate to better quality employment. There is little room for error in industrial planning in very small countries. But this does not absolve the country from a limited form of industrial targeting, through which it seeks to attract better employment by its training system. The best recourse for the St. Kitts and Nevis is to develop a highly flexible labour force through a sound educational foundation and training and retraining programmes.

Given its small size, the economic sized training and educational plant dwarfs its population and labour force. Thus the importance of working closely with institutions elsewhere to achieve that flexibility and high levels of training, that have to be resident in its population, for basic survival. St. Kitts and Nevis have to ensure that some considerable percentage of its adult population is in some form of training and upgrading programme to ensure that flexibility.

Novel arrangements, including state sponsored links with distance education and training institutions, have to be developed and sustained. Study attachments abroad have to be factored into this equation, and require some measure of state involvement. There is need to focus on facilitative measures to afford women, and mothers in particular, the opportunity to upgrade their education and skills: evening care and home-work centres are the natural adjunct of a much expanded programme of adult education and part-time training system.

At the same time, there is need to upgrade the physical infrastructure to deal with the obvious increase in physical vulnerability. The evident increase in vulnerability to hurricanes escalates the costs of infrastructure that need to be built to more demanding specifications. The costs of the establishment of the basic conditions for social existence and for economic activity are now higher. In other words, infrastructure costs per capita are higher for countries with a high vulnerability index. But the tax base of a small country can be easily stretched in its attempting to provide for its infrastructure needs.
Much devolves on the Government, and given the likely difficulty in its attracting concessionary aid, the country is likely to have to depend more on the generation of domestic resources. This implies a need to review the thrust of its fiscal operations. At the same time, there is need for the country to develop genuinely federal solutions for its operations. The cost of poverty in one part of the Federation has never limited itself to one island. Nevisians escaped poverty in the past by going to St. Kitts. Kittitians on St. Kitts have, in more recent times, created a reverse flow to Nevis as construction and other activity in that island have created a demand for labour. The country has to seek to learn from others that have had to manage a difficult process in fiscal federalism. The Canadian experience is well worth emulation.

The country, as a whole, has depended on private sector led development. There are programmes in place in both islands for the promotion of business initiatives on the part of nationals. However, they have tended to be under-funded. The development of the country cannot be left entirely to foreign capital. SMEs in which Kittitians and Nevisians are the promoters, must be seen as graduating into larger enterprises and must be prepared for this. There is a considerable role to be performed by domestic entrepreneurship in pushing the production frontier outward and thereby allowing Kittitians and Nevisians to be involved in eliminating poverty through their own endeavours.

A major challenge to the Federal Government and to the Nevis Island Administration is to find the mechanisms to adjust to the new realities. There is no option but to continue to upgrade the economic and social infrastructure (including human resources) of the country, which, along with its natural amenities – sun, sea and sand – are the base for international competition in this small open economy.

Poverty reduction and eradication require an attack on the fundamentals of the poverty creating process. Improved safety nets and social protection deal with proximate causes, and are even imperative in ensuring that the vulnerable are treated with decency and in dignity, and are protected from the ravages of poverty - psychological, social and physical. There is need for a coherent methodology for the process of social protection.

The measures that have been outlined have been targeted at the ultimate causes of poverty in St. Kitts and in Nevis. Poverty eradication also embraces substantial social and infrastructural development and, as well, entrepreneurial development among nationals, the better to ensure that citizens develop a keen sense of participation and are not left as passive witnesses in the evolution of the economy of their country.
BIBLIOGRAPHY

