

**Interim Poverty Reduction Strategy  
and Action Plan  
for Saint Lucia**

Ministry of Social Transformation, Culture and Local Government  
Castries, Saint Lucia  
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This report was prepared by Yves Renard, facilitation and management services, on behalf of the Ministry of Social Transformation, Culture and Local Government, with support from the Social Development Unit of the Organisation of Eastern Caribbean States, as part of a process to develop an Interim Poverty Reduction Strategy and Action Plan for Saint Lucia. Funding for this process is being provided by UNDP and UNICEF through the OECS/UNDP project CAR/99/002 and an OECS/UNICEF project.

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### **List of acronyms**

AIDS: Acquired Immune Deficiency Syndrome  
BELfund: The James Belgrave Micro Enterprise Development Fund Inc.  
BERU: Banana Emergency Recovery Unit  
BNTF: Basic Needs Trust Fund  
BOP: Balance of Payments  
CARDI: Caribbean Agricultural Research and Development Institute  
CARICOM: Caribbean Community  
CBO: Community-based Organisation  
CDB: Caribbean Development Bank  
CEDAW: Convention on the Elimination of All Forms of Discrimination Against Women  
CIDA: Canadian International Development Agency  
CRC: Convention on the Rights of the Child  
CSME: CARICOM Single Market and Economy  
CZM: Coastal Zone Management  
EC: European Commission  
ECCB: Eastern Caribbean Central Bank  
EDF: European Development Fund  
EU: European Union  
FRC: Folk Research Centre  
FTAA: Free Trade Area of the Americas  
GDP: Gross Domestic Product  
GNP: Gross National Product  
GOSL: Government of Saint Lucia  
HDI: Human Development Index  
HERITAS: The Heritage Tourism Association of Saint Lucia  
HIV: Human Immunodeficiency Virus  
IDP: Integrated Development Planning  
IICA: Inter-American Institute for Co-operation in Agriculture  
IMF: International Monetary Fund  
IPPF: International Planned Parenthood Federation  
IPRSAP: Interim Poverty Reduction Strategy and Action Plan  
MVDP: Mabouya Valley Development Programme  
MTESP: Medium-Term Economic Strategy Paper  
NCA: National Conservation Authority  
NCF: National Community Foundation  
NEC: National Economic Council  
NELP: National Enrichment and Learning Programme  
NEMO: National Emergency Management Organisation  
NGO: Non-Governmental Organisation  
NHC: National Housing Corporation  
NIC: National Insurance Corporation  
NRDF: National Research and Development Foundation  
NSDC: National Skills Development Centre  
ODA: Official Development Assistance

OECD: Organisation for Economic Co-operation and Development  
OECS: Organisation of Eastern Caribbean States  
OPSR: Office of Private Sector Relations  
OSME: OECS Single Market and Economy  
PRAP: Poverty Reduction Action Plan  
PRF: Poverty Reduction Fund  
PROUD: Programme for the Regularisation of Unplanned Development  
PRSP: Poverty Reduction Strategy Paper  
PSIP: Public Sector Investment Programme  
RDP: Road Development Programme  
SEDU: Small Enterprise Development Unit  
SFA: Special Framework of Assistance  
SLHTP: Saint Lucia Heritage Tourism Programme  
SLREP: Saint Lucia Rural Enterprise Project  
STEP: Short-Term Employment Programme  
TWG: Technical Working Group  
UN: United Nations  
UNDP: United Nations Development Programme  
UNESCO: United Nations Education, Scientific and Cultural Organisation  
UNFPA: United Nations Population Fund  
UNICEF: United Nations Children's Fund  
USD: United States dollar  
XCD: Eastern Caribbean dollar  
WB: World Bank  
WHO: World Health Organisation

**Currency exchange**

XCD 1.00 = USD 0.372  
USD 1.00 = XCD 2.6882

## **Chapter 1: Introduction**

### *Rationale and justification, government commitment to IPRSAP*

The Government of Saint Lucia has demonstrated its commitment to poverty reduction, as a key ingredient of equitable and sustainable development. Aware of the inequities and obstacles inherited from its colonial history, and of the formidable challenges imposed by current processes of globalisation and the resulting marginalisation of small island developing states, the government has over the past few years established a number of policies and programmes and has instituted a number of measures aimed at mitigating the impacts of poverty on households and communities, at enhancing economic and social opportunities for poor people, and at removing the root causes of social disintegration and exclusion, economic deprivation, and cultural alienation.

Conscious of the complexity of poverty and related human development issues, the Government of Saint Lucia, working in collaboration with the international community, has devoted significant resources to the study and understanding of the causes and impacts of poverty, as the basis for the formulation of its policies and programmes. National household censuses were conducted in 1991 and 2001, providing valuable data on demographic trends and conditions, economic performance, and social indicators. In 1995, a detailed assessment of the status of poverty in the country was conducted by the Caribbean Development Bank, which provided a good understanding of the status of poverty, its causes, and the measures that could be taken to alleviate this situation (Kairi Consultants Limited 1996). In 1998, another important study looked at the social and economic impact of restructuring in the banana industry, providing a valuable review and analysis of issues affecting rural communities (CTS 1998).

Government's commitment to poverty reduction is reflected in the establishment of a number of institutions and programmes specifically dedicated to poverty reduction, in the allocation of significant financial and technical resources specifically dedicated to employment creation and social development among the poor, in the strengthening and broadening of partnerships with international and local organisations concerned with social and economic development, and in the provision of a modern legal framework to support the operations of private and public sector agencies involved in sectors and fields relevant to the cause of poverty reduction and eradication.

Government's policies are expressed in a number of statements and documents, including the draft Medium-Term Development Strategy Paper, the Budget and Throne Speeches, the election manifestos and the sectoral strategies and policies formulated and adopted by the various ministries over the past few years. This Interim Poverty Reduction Strategy and Action Plan (IPRSAP) builds on these various policy instruments, and seeks to provide the country's first comprehensive framework for concerted action towards poverty reduction. It also aims at providing the basis for the formulation of a broader policy framework for social development.



### Background on the IPRSAP process, past efforts and steps taken

The process of developing this Interim Poverty Reduction Strategy Paper and Action Plan finds its roots in the conduct of the poverty assessment in 1995 (Kairi Consultants Limited 1996), which highlighted the need for special attention and for a co-ordinated response to poverty issues. The change of government in 1997 brought additional impetus to this process, with the strengthening or creation of a number of programmes and institutions wholly or partially dedicated to the reduction of poverty.

Between 1997 and 2002, a number of initiatives were taken by the Ministry of Planning and other relevant agencies, including the drafting of a directional plan of action for poverty eradication in Saint Lucia, which has provided many useful recommendations that have been integrated in this IPRSAP. Poverty issues also informed the formulation and implementation of a number of other public sector policies and programmes, including the Medium-Term Development Strategy Paper for 2002-2006.

This Poverty Reduction Strategy and Action Plan should therefore be seen as a complement to other policy processes and documents, notably:

- Medium-Term Development Strategy Paper 2002 – 2006 (drafted, to be considered by Cabinet)
- Education Sector Development Plan (approved)
- Health Sector Reform Proposals and Plans (approved)
- National Youth Policy (approved)
- National Sports Policy (approved)
- National Cultural Policy (approved)
- Population Policy (drafted, to be considered by Cabinet)
- National Policy on Agriculture (drafted, to be considered by Cabinet)
- National Water Policy (in preparation)
- National Land Policy (in preparation)

### The international context

The preparation of this Interim Poverty Reduction Strategy and Action Plan must be placed against the background of the commitment of the international development community to the reduction of poverty, as the new focus and cornerstone of its policies and programmes. The shift of emphasis towards poverty issues within international organisations began in the late 1990s, under the leadership of UN organisations, and particularly UNICEF and UNDP. The World Summit on Human Development held in Copenhagen in 1995 established poverty reduction as a global development priority. In recent years, the World Bank (WB) and the International Monetary Fund (IMF) have also placed poverty reduction at the centre of their policies and programmes, requiring developing countries to formulate Poverty Reduction Strategies as a condition of their participation in WB and IMF sponsored programmes towards poverty and debt reduction.

Four main reasons serve to explain the new emphasis on poverty reduction within the international community:

- The continued growth of poverty in most parts of the developing world.

- The failure of structural adjustment and other policies promoted by the Bretton Woods institutions in the 1980s and 1990s, and the debt crisis that has resulted from these policies.
- The critique of dominant economic development and globalisation policies, illustrated by the growth of civil society organisations involved in global policy debates, and by the anti-globalisation demonstrations that marked the WTO Conference in Seattle in 1999 and the G7 meeting in Genoa in 2001.
- The leadership role played by some bi-lateral agencies, and notably the United Kingdom's Department for International Development, with the publication of its White Paper on Eliminating Poverty in 1997.

Within the Caribbean region, a number of development and regional cooperation agencies have embraced the cause of poverty reduction, and notably the Caribbean Development Bank (CDB), which has placed poverty reduction at the centre of its policies and programmes. In the eastern Caribbean, the Social Development Unit of the Organisation of Eastern Caribbean States (OECS) plays an active role in facilitating and supporting policy processes in poverty reduction and social development, and several countries of the OECS sub-region are involved in the formulation of poverty reduction strategies. A number of bi-lateral and multi-lateral agencies participate in and provide support to these efforts, notably UNICEF and UNDP.

#### *The national development agenda*

The Government of Saint Lucia's vision for socioeconomic development, as stated in its draft Medium-Term Development Strategy Paper for 2002-2006, is to increase competitiveness in the key income and foreign exchange generating sectors of tourism and agriculture, while developing emerging sectors such as international financial services, telecommunications, information technology and other service sectors. The government is also committed to the rehabilitation and expansion of the manufacturing sector, through the attraction of foreign investments and the mobilisation of indigenous capital. It seeks to encourage competition in all the productive sectors in order to ensure efficiency and to build competitiveness in the international marketplace.

Ultimately, the Government of Saint Lucia is determined to ensure that the quality of the emerging human resource is such that the Saint Lucian labour force will become competitive at the regional and international levels, providing the basis for the further transformation of the economy towards services. It has therefore assigned priority to education, training and human resource development. At the same time, it is fully committed to social development and to the provision of universal access to essential goods and services, on an equitable and sustainable basis.

#### *Commitment to poverty reduction*

Government has demonstrated its commitment to poverty reduction, notably through the following policies, measures and actions :

- Integration of poverty concerns into the policies and programmes of relevant ministries and statutory bodies, and particularly in the education and health sectors.

- Creation of a Ministry of Social Transformation vested with the responsibility of poverty reduction, and strengthening of its programme delivery capacity.
- Initiation and strengthening of poverty reduction institutions and programmes, i.e. BNTF, BELfund and PRF, with substantial allocations of funds to their activities.
- Implementation of the Short-Term Employment Programme (STEP), and placement of this programme within the National Conservation Authority (NCA).
- Increase in the budget allocated to Public Assistance.
- Implementation of the Social Recovery Programme, with funding from the European Commission through its Special Framework of Assistance (SFA)
- Design and implementation of a number of other public sector initiatives aimed at increasing employment and income generation opportunities for the poor.

*The process followed in the preparation of this IPRSAP*

This Interim Poverty Reduction Strategy and Action Plan has been prepared under the auspices of the Ministry of Social Transformation, Culture and Local Government, building on the work carried out over the past two years by a number of agencies, notably the Ministry of Planning. In April 2002, a Technical Working Group was established, at the initiative of the Ministries of Planning and Social Transformation, and under the chairmanship of the Project Manager of the Basic Needs Trust Fund (BNTF). The purpose of this Group was to guide the development of a poverty reduction strategy for Saint Lucia. Over the past ten months, the Technical Working Group has held a number of workshops and meetings, during which terms of reference, policy statements, reports and recommendations were reviewed and finalised.

In July 2002, a consultant was recruited to assist with the facilitation of this process. To date, his contribution has involved the review of available literature, the compilation of background information, the facilitation of workshops and consultations, the drafting of reports and documents, and the preparation of this paper. In the collection and analysis of statistical data, he received valuable assistance from the Department of Statistics. At every stage along the way, individual members of the Technical Working Group and staff members of the Ministry of Social Transformation, Culture and Local Government have been involved in drafting sections of documents, reviewing drafts, generating new information and data, and organising events. Members of the staff of the BNTF have provided excellent and efficient logistical and administrative support to all these activities.

In order to sharpen the analysis and understanding of key issues as a basis for policy and strategy formulation, three focus groups sessions were held in late 2002, examining aspects of urban poverty (25 October, facilitator and convener: Julie Nurse), experiences in small and micro-business development (31 October, facilitator and convener: Peter Lorde) and land tenure and agricultural production (12 November, facilitator and convener: Rufina Paul). The information, ideas and recommendations generated at these focus group sessions have been integrated into this strategy document.

Meanwhile, a series of seven meetings and workshops were held with development practitioners, including Community Development Officers of the Ministry of Social

Transformation as well as officers and volunteers of ministries, non-governmental organisations (NGOs) and community-based organisations (CBOs), for the purpose of identifying issues, trends, needs and lessons learned in poverty reduction and social development. This series of meetings began with a national workshop with personnel of the Ministry of Social Transformation, followed by five meetings in selected communities, and concluded with a second national workshop. These sessions provided extremely valuable information and insights, and their conclusions have been compiled in a separate report (GOSL 2002b).

All these research, analysis and consultation activities converged on a national consultation held at the conference room of the National Insurance Corporation in Castries on 21 November 2002. At this workshop, the main conclusions of the analysis of poverty in the country were presented, the overall strategic directions were identified, and specific needs, programmes and activities were recommended. The outputs of these discussions have formed the basis of Chapters 4 and 5 of the present document.

The process also contributed directly to the production of a Poverty Reduction Action Plan (PRAP) that was submitted to the Caribbean Development Bank as the guiding framework for the implementation of the 5<sup>th</sup> Programme of the Basic Needs Trust Fund Project (BNTF). This PRAP identifies the main issues to be addressed and the main directions to be taken, linking those to specific BNTF strategies and priorities for the next six years.

All components of this strategic planning and policy formulation exercise are being supported by OECS, with funding from UNICEF and UNDP, and with the active involvement of the OECS Social Development Advisor, Dr. Barbara Boland, who has provided precious support and excellent guidance to the process.

## Chapter 2: Poverty situation and analysis

### *Macro-economic context and progress*

The economy of Saint Lucia is an economy in transition. This transition is primarily the result of a changing global environment, and of the dramatic impacts that these changes have had on banana export earnings, tourism and manufacturing. The economy remains largely dependent and open, with a significant contribution of goods and services (both import and export) to the Gross Domestic Product (GDP). Foreign exchange earnings come primarily from agriculture and tourism, with a smaller contribution from manufacture. Most of the goods consumed locally are imported. During the past decade, the export of goods has declined from 35% to 17% of GDP, while the provision of services has increased from 20% to 35% of GDP. These figures illustrate the fact that the economy has been radically transformed, and that traditional sectors have lost much of their relative importance.

**Table 1: GDP by economic activity at factor cost, percentage of total**

SECTORS	1995	1996	1997	1998	1999	2000	2001	2002
Agriculture, livestock, forestry, fishing	11.16	11.10	9.06	9.06	7.24	7.41	5.97	5.91
Mining and quarrying	0.48	0.47	0.53	0.52	0.58	0.66	0.52	0.52
Manufacturing	7.02	6.45	6.39	6.13	6.19	6.02	6.00	6.29
Construction	8.50	8.05	8.03	8.61	9.42	8.97	8.94	8.50
Electricity and water	3.71	3.70	3.95	4.15	4.31	4.61	5.01	5.00
Wholesale and retail trade	13.55	13.41	13.76	13.50	13.48	12.59	11.20	10.83
Hotels and restaurants	11.15	11.85	13.02	12.93	13.08	13.40	12.57	12.47
Transport	10.63	10.81	10.92	10.89	11.11	10.95	11.33	10.88
Communications	8.33	8.68	8.57	8.56	8.81	9.28	10.88	11.68
Banking and insurance	8.59	9.06	9.69	9.87	10.42	10.71	11.53	11.66
Occupied dwellings	6.85	6.84	6.90	6.99	7.03	7.18	7.87	8.05
Producers of government services	12.70	12.54	12.52	12.33	12.10	12.23	12.97	13.07
Other services	4.52	4.69	4.81	4.80	4.81	4.96	4.81	4.90
Less imputed banking service charge	-7.18	-7.64	-8.15	-8.34	-8.58	-8.97	-9.59	-9.76
TOTAL	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00

Source: GOSL 2003 and Department of Statistics<sup>1</sup>

Another important feature of the economy is its volatility, i.e. marked period-to-period variations in measures of macro-economic performance such as the GDP (CGCED 2002). GDP growth averaged 7% in the 1980s, followed by low rates of growth in the early 1990s (average 1.3% between 1993 and 1997), improvements in 1998 (3.07%) and 1999 (3.1%) as a result of growth in construction, tourism and financial services, then a downturn in 2000 (0.2%), significant contraction (4.6%) in 2001 and a marginal recovery (0.1%) in 2002 (GOSL 2002a, GOSL 2003). This partial recovery comes as a result of improvements in banana production due to restructuring and favourable weather conditions, increases in tourism arrivals, an expansion in the outputs of the manufacturing

<sup>1</sup> Figures for 1998 to 2000 are provisional, figures for 2001 and 2002 are projected.

and communications sectors, and large public sector investment projects, notably the initiation of a new phase in the Road Development Programme (RDP).

Recent economic downturns are the product of a combination of domestic and external factors. A key feature of the past decade has been the contraction of the agricultural sector, which represented 13.67% of GDP in 1993, 9.14% of GDP on 1998, and 5.91% of GDP in 2002. Within the agricultural sector, there has been a dramatic decline of the banana industry, which represented only 2.76% of output in 2002<sup>2</sup> (with 1.22% to other crops, 0.80% to livestock, 1.03% to fishing, and 0.10% to forestry). In effect, there has been a steady decrease in the price of bananas since 1993, and production levels have been below approved quotas since 1994 (banana exports totalled 90,254 tonnes in 1994, 104,805 tonnes in 1996, 34,044 tonnes in 2001 and an increase to 48,160 tonnes in 2002). Consequently, there has been a significant decrease in the number of banana farmers, from an estimated 13,000 registered producers in the early 90s to less than 3,000 today. This decline has been caused by external factors (trade liberalisation) and climatic conditions (storm in 1994, drought in 2000 and 2001). As in all other countries of the region, tourism also declined as a result of global economic downturn and reduction in tourism arrivals to the Caribbean, resulting in the contraction of the tourism sector by 10.6% in 2001 over 2000.

There have been significant developments in the industrial and manufacturing sectors over the past three decades, with two main directions being pursued: export substitution, and production for export, taking advantage of opportunities to attract investments through tax incentives and other measures. This sector is currently struggling, with a continued decline over the past six years, primarily as a result of the lack of competitiveness of locally manufactured goods (quality and cost). There are however signs of recent recovery, primarily as a result of improved standards and more effective marketing strategies, both externally and domestically.

There has been an overall weakening of fiscal performance over the past few years, again as a result of the general economic downturn. The primary factor has been the reduction in the volume and value of taxable imports, which represent the principal source of fiscal revenue. At the same time, several tax concessions have been introduced in recent budgets; these concessions are aimed at stimulating economic activity, but they may have reduced the fiscal base. As a result of this poor fiscal performance, there has been a reduction in public sector savings. There continues to be a significant inflow of capital through external financing for budget support and the PSIP (STABEX and SFA funds; financing of RDP, stadiums, police stations, and new correctional facility), but there has been a general decline in grant funding, and government has had to resort to an increase in loan funding. Consequently, the public debt is now at XCD 1,076 million, having increased by 9.8% in 2001 and by 13.60% in 2002. 60% of the public liability is external.

International financial services have been introduced in recent years as a mechanism to generate additional fiscal revenue for the state. Performance in 2000-2001 has been poor,

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<sup>2</sup> There has however been a small but significant recovery in 2002, following the low level of production in 2001, when banana production represented only 2.02% of output.

but this emerging sector remains a significant source of income for the public sector. Generally, revenue generated from taxes on international trade and transactions has declined sharply over the past year.

These macro-economic difficulties have had significant impacts on employment, with marked increases in unemployment figures over the past ten years.

**Table 2: Economic activity by sex for persons over 14**

Sex	1991			2001			Unemployment	
	Working	Un-employed	Total	Working	Un-employed	Total	% 1991	% 2001
Male	29453	2288	31741	30594	4919	35513	7.21	13.85
Female	19859	1547	21406	23353	3527	26880	7.23	13.12
Total	49312	3835	53147	53947	8446	62393	7.22	13.54

Source: Population and Housing Census, 1991 and Preliminary Population and Housing Census, 2001<sup>3</sup>

Macro-economic changes are also reflected in the composition of the work force, with significant reductions in the numbers and percentages of agricultural, industrial and factory workers, and a significant increase in the proportion of service workers.

**Table 3: Occupational groups, 1991 and 2001**

OCCUPATIONS	1991	% 1991	2001	% 2001
Managers	2431	4.96	2491	5.04
Hospitality	194	0.40	429	0.87
Professionals	2320	4.73	4135	8.37
Technicians	3539	7.22	2922	5.92
Clerks	3822	7.80	4421	8.95
Service workers	5898	12.04	9950	20.14
Agricultural workers	8809	17.98	6380	12.92
Craft workers	8926	18.22	8037	16.27
Industrial and factory workers	4441	9.06	3209	6.50
Elementary occupations	8161	16.66	7070	14.31
Others	456	0.93	348	0.70
TOTAL	48997	100.00	49392	100.00

Source: Population and Housing Census, 1991 and Preliminary Population and Housing Census, 2001

General demographic data reveal a number of important facts and trends (see also appendix 1):

- The population of the country in 2001 was estimated at 157,775, representing an increase of 18.4 % over 1991, or an average of just below 2% per year.

<sup>3</sup> The information for 2001 is out of 94.7% of population recorded in 2001

- The population is young, with over 40% of people being under the age of 20.
- There has been a dramatic decline in infant mortality over the past two decades.
- Life expectancy has risen significantly. During the decade of the 1990s, it moved from 67 to 71 years for men and from 71 to 77 years for women.
- The elderly population is growing. The number of people over 70 years of age has grown from a total of 5,665 (4.25%) in 1991 to 7,991 (5.67%) in 2001. Within this group, the number of persons over 80 has increased from 1,738 (1.30%) to 3,190 (2.44%).
- The total number of households is estimated at 47,500. The island wide density is 727 per square mile (excluding the forest reserve areas in this calculation). The average household size has decreased significantly, from 4.0 persons per household in 1991 to 3.3 persons per household in 2001.
- Internal migration is taking place; there is a continued process of rural migration towards the urban centres, particularly among the unemployed youth. Over the ten-year period between 1991 and 2001, the entire southwest region (from Canaries to Laborie) has recorded population contractions, the largest having taken place in the district of Choiseul. On the other hand, the highest rate of growth has been in the district of Gros Islet, where density has increased from 345 persons per square mile in 1991 to 495 persons per square mile in 2001, representing an increase of 54.6%.
- While formal opportunities for external migration have been considerably reduced in recent years, emigration remains important, especially among young adults.

These facts and figures indicate that there is an emerging demographic transition, with a young population, a large number of women of child bearing age, and an increase in the number of older persons.

Social indicators at the national level reveal significant improvements in the standards of living over the past ten years; for example, the percentage of houses with concrete outer walls has increased from 29.6% in 1991 to 40.8% in 2001, and the percentage of houses that depend on public standpipes for water supply has decreased from 28.3% in 1991 to 8.5% in 2001 (see appendix 2).

The overall Human Development Index (HDI)<sup>4</sup> for Saint Lucia was .728 in the Human Development Report of 2000, placing the country in 88<sup>th</sup> position among 174 countries. As such, Saint Lucia is among the countries with medium human development status, as are most of the independent Caribbean nations, except Barbados and the Bahamas on the one hand (ranked as 30<sup>th</sup> and 33<sup>rd</sup>) and Haiti on the other extreme.

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<sup>4</sup> The Human Development Index (HDI) is based on three main sets of measurements: life expectancy and health, knowledge and education, and GDP per capita.



### Poverty profile

In this document, poverty is defined broadly, reflecting the progressive expansion of the concept in recent years. For the purpose of this strategy, poverty is defined as a situation where individuals, households and communities are deprived of financial resources and spending power. At the same time, poverty must also be understood as a situation where these individuals, households and communities do not have:

- access to basic social services, notably water, sanitation, health and education;
- natural, financial and physical assets, including physical belongings, access to land, savings, tools and equipment, and other means of production;
- security and safety, including protection from economic shocks, natural disasters and human sources of impact, e.g. pollution, or industrial and transportation accidents;
- dignity, respect, self-esteem and cultural identity;
- autonomy, capacity of choice and opportunities to participate in development processes.

The concept of vulnerability is particularly important in defining and analyzing poverty and its causes. It recognizes that there are groups that are in a situation of social risk, or groups that are most likely to suffer from specific shocks, events or changes in society, the economy or the environment. The assessment of vulnerability requires a good understanding of risks, in order to be able to reduce vulnerability. In many respects, measurements of poverty in terms of income and assets provide a static and limited picture of the situation; assessments of vulnerability complete this picture with an understanding of the trends and dynamics of poverty. In many instances, vulnerability determines susceptibility to downward social and economic mobility.

In 1995, using a narrow definition of poverty (lack of financial resources and spending power), 18.7% of households and 25.1% of individuals were considered poor, i.e. reporting average monthly expenditures on food and non-food items below XCD 156.37. At the same time, 5.3% of households and 7.1% of individuals were considered indigent, i.e. with average monthly expenditures on food and non-food items below XCD 83.55 (Kairi Consultants Limited 1996).

**Table 4: Poverty estimates, 1995**

Item	Percentage
Poor households	18.7
Poor population	25.1
Indigent households	5.3
Indigent population	7.1
Youth population in poverty	23.8
Elderly population in poverty	19.5
Urban households in poverty	11.7
Rural households in poverty	22.5
Urban population in poverty	16.3
Rural population in poverty	29.6

Source: Kairi Consultants Limited (1996)

Data on income and household expenditure that were gathered as part of the Census of 2001 are not yet available, and it is therefore not possible to quantify changes in these poverty indicators since 1995. Trends can however be discerned through other indicators:

- There has been a significant increase in unemployment over the past few years.
- While social indicators at national level indicate that the standard of living has increased substantially over the past ten years, trends in selected communities suggest that some of the gains of the 1990s are being reversed.

Geographic variations in economic conditions between 1991 and 2001 can be illustrated by the following table.

**Table 5: Employment in selected communities**

AREA	1991				2001			
	Male	Female	Total	% Unempl oyed	Male	Female	Total	% Unemplo yed
Mon du don	893	1000	1893	12.3	1301	1438	2739	11.2
Working	623	489	1112		924	817	1741	
Unemployed	101	55	156		122	97	219	
Not in Work Force	148	444	592		250	521	771	
Not Stated	21	12	33		5	3	8	
Trou Rouge	127	167	294	19.5	49	51	100	21.4
Working	79	81	160		28	27	55	
Unemployed	21	18	39		10	5	15	
Not in Work Force	27	66	93		11	19	30	
Not Stated	0	2	2		0	0	0	
Marisule	377	474	851	4.9	640	728	1368	5.3
Working	271	237	508		489	431	920	
Unemployed	14	12	26		23	28	51	
Not in Work Force	80	214	294		126	267	393	
Not Stated	12	11	23		2	2	4	
Coolie town (Castries South)	99	97	196	3.4	79	93	172	15.2
Working	73	39	112		56	39	95	
Unemployed	4	0	4		10	7	17	
Not in Work Force	20	58	78		12	47	59	
Not Stated	2	0	2		1	0	1	
Roseau	73	76	149	6.3	105	102	207	14.3
Working	52	23	75		46	38	84	
Unemployed	5	0	5		14	0	14	
Not in Work Force	16	53	68		36	63	99	
Not Stated	1	0	1		9	1	10	
Canaries Village	320	329	649	11.9	517	519	1036	30.6
Working	204	90	294		278	121	399	
Unemployed	34	6	40		88	88	176	
Not in Work Force	78	232	310		145	308	453	
Not Stated	4	1	5		6	2	8	
Balca	70	74	144	3.6	84	90	174	19.3
Working	58	22	80		44	27	71	
Unemployed	1	2	3		7	10	17	
Not in Work Force	11	50	61		32	53	85	
Not Stated	0	0	0		1	0	1	
Vieux-Fort	1174	1309	2483	8.0	778	806	1584	16.4
Working	764	528	1292		465	350	815	
Unemployed	75	38	113		97	63	160	

AREA	1991				2001			
	Male	Female	Total	% Unempl oyed	Male	Female	Total	% Unemplo yed
Not in Work Force	300	725	1025		208	392	600	
Not Stated	35	18	53		8	1	9	
Desruisseaux	436	488	924	6.3	761	796	1557	19.0
Working	326	205	531		466	277	743	
Unemployed	21	15	36		109	65	174	
Not in Work Force	82	264	346		179	452	631	
Not Stated	7	4	11		7	2	9	

Source: Population and Housing Census, 1991 and Preliminary Population and Housing Census, 2001

Focus group sessions and interviews carried out as part of this planning process have further revealed that:

- Children are particularly affected by poverty. While adults may overcome periods of poverty, it is children who miss significant periods of schooling, who suffer injuries during hazardous income-generating activities, and who bear the main cost of economic recession and social fragmentation (Barrow 2001). Poverty among children is a very critical concern, because it is at the root of the maintenance and development of attitudes, inequalities and obstacles that are directly responsible for the persistence of poverty and its transmission from one generation to the next.
- Young persons are among the poorest, and are the first victims of unemployment.
- The number of older persons living in poverty is growing, while the kinship and other social networks that support them have weakened. Consequently, the situation of the elderly is becoming a critical social issue in the country.
- Women are also affected by poverty, with high levels of unemployment, child-rearing responsibilities, and unequal access to work and benefits.

Adolescent pregnancy remains a source of concern in the country. Some progress has been made in the past decade, but the increases recorded in 2001 over 2000 suggest a return to a negative trend, and confirm the particular vulnerability of adolescent females.

**Table 6: Teen births, 1991, 2000 and 2001**

AGE GROUP	1991	2000	2001 Provisional
Under 15	19	7	17
15	51	28	22
16	93	57	61
17	150	106	111
18	211	132	180
19	230	153	155
Total teen births	754	483	546
Total births	3752	2904	2729

Source: Population and Housing Census, 1991 and Preliminary Population and Housing Census, 2001

While the 1995 poverty assessment indicates that poverty was more pronounced in rural than in urban areas, with 75.9% of people in the lowest quintile living in rural areas (while the overall percentage of people in rural areas was 64.3%), observations indicate significant growth in urban poverty, as a result of migration from rural areas, unemployment and deficiencies in physical and social infrastructure. Social exclusion, segregation of settlements, housing conditions, sanitation and waste management are critical issues in many urban neighbourhoods.

### Causes of poverty

#### Macro economic and structural factors

The general economic slowdown and the economy's overall performance over the past ten years are responsible, in part, for current levels and patterns of poverty. Contraction in all key sectors has increased unemployment and has reduced income in poor households. While many of the structural changes of the past decades, especially those that have affected the banana industry, were predictable and predicted, the country was ill-prepared for these changes, and it has faced many constraints in managing the macro-economic policy framework. Current and past economic policies have not been very effective in generating income and employment in the key productive sectors, and there are insufficient linkages between sectors, especially between tourism and agriculture. Jobs have also been lost in the manufacturing sector, as illustrated by the case of the closure of the Belle Fashions garment factory in Dennerly.

The re-structuring in the banana industry has had severe consequences for small banana producers, and new production arrangements, including the banana certification schemes, have impacted negatively on the weakest and poorest of the producers, resulting in their exclusion from production, with dramatic economic and social consequences on their households. In addition, many banana farm labourers, most of them landless, have lost employment, and have been unable to find alternative sources of income.

The reducing fiscal basis and the overall decline in external grant funding to government have limited the ability of the state to invest in poverty reduction initiatives and other social and economic development programmes. In spite of these constraints, the government has been able to give priority to social development programmes in its negotiations with donors, and it has continued to allocate significant resources towards poverty reduction, health, small business development and short-term employment.

This macro-economic context has also impacted negatively on the operations and programmes of non-governmental organisations, as their ability to secure funding from international organisations and other donors has been reduced dramatically.

#### Production, marketing and infrastructural issues

At the same time, there are number of internal factors that impact negatively on economic performance at the macro level, and on the ability of poor people to secure their livelihoods, to generate additional income, and to enhance their access to key social services. These factors include:

- *Inadequacies of the education system*: in many respects, education and human resource development have not been able to prepare people adequately for changes in the economy. The workforce has not been upgraded in some of the sectors, and it has not been able to respond fully to changes in demand. While it is obvious that the education sector has gone through a major and profound transformation in recent years, it is still too early to assess how these new programmes and approaches will translate into employment, production and competitiveness.
- *Dead capital*: some of the resources that should be available to support development are not being mobilised. This applies, in particular, to land resources, with large portions of arable lands that are not currently in production. This problem is attributed, in part, to property regimes, and to the fact that the status of undivided family lands often prevents owners from developing and using the land as collateral for capital formation. At the same time, important common property resources, such as the forests, are not directly available to the poor, although they offer potential for sustainable economic activities.
- *Constraints to the diversification of the rural economy*: while there have been many efforts towards diversification in recent years, these efforts have not yielded expected results. One of the most important obstacles faced by rural producers has been a weak marketing capacity among all partners, including government agencies and the private sector.
- *Constraints to access to credit and small business development*: while there have been a number of important programmes aimed at supporting small business development in the country over the past two decades, the results of these efforts remain largely disappointing. Mechanisms have been created to facilitate access to credit, but these remain largely beyond the reach of the poorest in society. Micro businesses also continue to suffer from high overhead costs.
- *Geographic imbalances*: some rural areas, for example, did not benefit directly from the expansion of banana production in the 1980s. There has also been a concentration of urban and commercial development in the north, at the expense of other parts of the country.
- *Inadequate infrastructure*: some communities are affected by the inadequacies of local infrastructure, including roads and footpaths.

#### Social and cultural factors

Limited access to pre-school education is an important issue. In 1995, it was found that poor households were less likely to have their children enrolled in pre-schools, thereby setting the stage for differential educational attainment very early in life (Kairi Consultants Limited 1996). Since then, there has been no increase in enrolment in pre-

schools and day care centres, partly as a result of inadequate governmental support, and partly as a result of persistent societal and parental attitudes towards early childhood education (Barrow 2001).

**Table 7: Enrolment in early childhood centres**

Year	1993/94	1994/95	1995/96	1996/97	1997/98	1998/99	1999/2000	2000/2001
# of pre-schools	115	109	134	137	136	158	105	106
Enrolment	4956	4826	5759	5396	5539	5582	4288	4275

Source: GOSL 2001

Limited access to secondary school education is another factor responsible for current social conditions in the country. According to the Statistical Digest, only 53% of the students who wrote the Common Entrance Examination were assigned to secondary schools in 2001, and this is partly as a result of the lack of space. At the same time, there are a number of cost issues that prevent access to secondary schools, notably textbooks, transportation and food. Observers also note the inappropriateness of structures and curricula to address the needs of youth at risk.

Migration impacts negatively on family life and structures, and on the growth and education of children. As a result of the migration of their parents, many children are left in the care of relatives, where they often lack the support and models that they need at critical stages in their lives, especially during adolescence. At the same time, the uncertainty that surrounds their future, with the hope of an opportunity to join their mother or father overseas, creates instability and limits their ability to perform at school.

Development and social workers note a number of trends towards social disintegration, exclusion and marginalisation, on the basis of age, culture, language and religion. Young people are the victims of a culture which silences, suppresses, criminalises and incarcerates youth (Barrow 2001), while society does not care sufficiently for senior citizens. In spite of the major advances made over the past two decades, thanks in particular to the work of the Folk Research Centre (FRC) and individual cultural activists and media workers in the country and the region, people who are not fluent in English are unable to function fully in many circles and sectors, and the use of the Creole language remains perceived as backward and suitable only for entertainment and rural life. Religions create important cleavages in society, and followers of the Rastafarian faith are often discriminated against and marginalised.

Another significant pattern of social exclusion which has developed in recent years, particularly in urban areas, is that of residential and occupational segregation on the basis of socio-economic status. People from the upper and middle classes have migrated out of the towns towards residential areas in sub-urban settings, while poorer settlements have grown in less favourable environments within or near the urban centres. This pattern of segregation increases disparities in access to services, and encourages the reproduction of

patterns of inequity. This reality contributes, with several other factors, to the weakening of social cohesion and to the growth of social conflict.

More generally, there are significant weaknesses in institutional capacities and structures, there is a dispersion of efforts and a lack of co-ordination among governmental agencies, there are instances of corruption, there is a weak and poorly organised civil society, and there is no established system of collaboration between government and NGOs. In many sectors, from early childhood education to banana farming and from sports to health education, there is a need for a more coherent and coordinated approach that maximises the use of available resources.

At the local level, social capital is somewhat weak and many communities are poorly organised. In their efforts, poverty reduction and social development agencies note the frequent lack of community-level institutional mechanisms for collective action. Development committees are emerging in several locations, but many lack capacity and need strengthening. At the same time, there has been a slow pace in the implementation of the Local Government reform process, and there remains some uncertainty surrounding the form that Local Government may take in the future. All these factors lead to a sense of powerlessness at the community level, while the dominant culture of political patronage continues to encourage dependency.

Insecurity, violence and crime have increased significantly over the years, and they must be seen as both causes and symptoms of poverty.

**Table 8: Offences and crimes, 1995, 1997, 2001 and 2002**

Offences and crimes	1995	1997	2001	2002
Rape and indecent assault	100	153	178	168
Crimes against the person	3564	9519	5229	5037
Crimes against property	5683	7607	6949	6663
Dangerous drugs	218	443	759	644

Source: Ministry for Justice

One can also observe a direct relationship between poverty and gender-based violence. According to the Beijing Platform for Action, violence against women “is a manifestation of the historically unequal power relations between men and women, which has led to the domination over and discrimination against women by men”. This situation is particularly acute in instances where the victims of violence, most of them women, are dispossessed and incapable of realising their full potential. In consequence, the victims find difficulty in breaking away from the strangle hold of the financial providers. The loss of self esteem and confidence is exacerbated by the morbid fears of their aggressors. In the absence of targeted economic empowerment and self-sustaining livelihood initiatives, they feel obliged to remain in these dysfunctional relationships, and the vicious circle of abuse and poverty continues unabated.

While the relationship between popular culture and social development is complex, one can discern a number of cultural traits and attitudes that militate against poverty

reduction. These include a strong culture of dependency (on government, on employers as sources of employment), a weak tradition of entrepreneurship and self-employment, a tendency to resist innovation and to avoid risk-taking, and an inclination to adopt individual strategies at the expense of collective action. These realities are manifested in popular and institutional responses to the difficulties that have plagued the banana industry over the past decade, with general expectations that government should provide all solutions, with a resistance to adaptation and change, and with many expressions of selfishness and individualism. At the same time, however, there are traditions and patterns of resistance and resilience that have helped and continue to help people cope with social and economic issues.

One social factor that has a significant impact on poverty in rural areas is the dominant paternalism and dependency in the banana industry (CTS 1998). Consequently, banana farmers and farm workers have displayed limited abilities to adapt to changes and to take responsibility to address some of the issues they are facing as a result of structural changes in the industry. While the rural economy is in rapid transition, the rural society is finding it difficult to change.

With specific respect to children, there are a number of barriers that are found in the cultural perceptions of, and attitudes towards, childhood, and in the accompanying resistant cultural practices that are sanctioned in the legal, political and religious institutions. Too often, “children are perceived as dependent, incapable minors, as the property of their parents and as the passive beneficiaries of social protection and welfare provisions as they wait to grow up” (Barrow 2001). Meanwhile, there are very few projects and programmes that allow children to participate and to make their voices heard, and children continue to be the victims of authoritarian attitudes, corporal punishment, silencing and controlling.

Cultural attitudes and cultural change similarly influence sexual behaviour and reproductive patterns, and have an impact on fertility and family patterns. Male irresponsibility, inadequate access to or use of media of contraception, and cultural encouragements to early sexual activity are all factors that result in early fertility. These attitudes increase the vulnerability of many young persons, with early pregnancies typically occurring in poor households outside of stable relationships.

Values and attitudes associated to land ownership and use are also directly relevant to poverty issues. These are dominated by a somewhat ambiguous relationship. On the one hand, as a direct result of the country’s painful colonial history, there is a weak sense of collective ownership of the landscape and of the land, and this reality is responsible, in part, for the absence of traditional systems of stewardship of common property resources. At the same time, a very strong cultural and social value is attached to private land ownership, as an expression of identity, autonomy and personal achievement.

The overall cultural environment is not favourable to poverty reduction. Many sectors of the population are not sufficiently aware of poverty issues and the extent to which they impact on national development, and there is a clear need for a much greater national



consciousness of the extent of poverty, its causes and impacts, and the critical importance of an integrated approach to poverty reduction. There is also a need for organisations, communities and individuals to identify and modify attitudes and behaviours that contribute to the country's social problems. At present, poverty reduction is a clear priority of the government, but it is not yet a national priority.

#### Demographic factors

Demographic factors, including age, illness, disability or loss of support (widowhood, migration) are among the causes of poverty. Social services and safety nets are needed to assist people who are the victims of these factors.

Older persons are particularly affected by poverty, and the status of the elderly is among the most severe social issues presently faced by the country. The absolute number and the proportion of older persons are growing, and they are growing faster than the capacity of organisations vested with the responsibility of assisting them. Specialised institutions that cater for the elderly are insufficient to meet current needs, and they are all affected by insufficient resources, poor infrastructure and an inability to meet demands. Social and development workers in all parts of the country testify to the acuteness of the problem, and to the need for decisive action to reverse current trends.

Ageing is typically connected to a reduction in resources (loss of work, weakening of social networks) at a time when people need more resources (particularly for health care, but also for transportation and other essential services) and when they may be faced with mental and physical deterioration or incapacitation. Increases in the net numbers and in the overall proportion of older persons place additional demands on the institutions, namely the state and the family, that have traditionally supported them.

Other social and health care services in the country are generally well developed, and staffed by competent and dedicated personnel, resulting in very significant improvements in the country's health status over the past two decades. These services however suffer from insufficient financial and human resources. A number of health issues impact directly on poverty, and notably:

- Constraints to access to health care, because of costs, distance or availability of services.
- Environmental health issues that can have critical impacts on people and increase their poverty, particularly through vector-propagated diseases (schistosomiasis remains a source of concern in communities that depend on rivers for domestic water, and there have been two dengue epidemics in the past twenty years), poor drainage and sanitation, and inadequate waste management in some communities.
- Poor quality of drinking water and low reliability of water supply in some areas.
- Development of the HIV/AIDS epidemic, with the first case having been reported in 1985. At 31 December 2000, there were 266 cases of HIV infection, including 138 cases of AIDS.
- Lifestyle diseases, including substance abuse, notably alcoholism that affects a significant number of persons in all age groups.

- Nutrition issues and eating patterns, which are responsible for a number of illnesses.

**Table 9: The 10 principal causes of death by rank for 2000, compared with rankings for 1998 and 1999 (with number of deaths and rates per 100,000 population)**

PRINCIPAL CAUSES	2000			1999			1998		
	Rank	No.	Rate	Rank	No.	Rate	Rank	No.	Rate
Malignant neoplasms	1	135	87	2	135	88	2	139	91
Heart disease	2	130	83	1	184	120	1	182	120
Cerebrovascular disease	3	87	56	3	108	70	3	118	78
Diabetes mellitus	4	85	54	4	95	62	4	85	56
Accidents & adverse effects	5	62	40	5	54	35	5	66	43
Homicide	6	31	20	10	16	10	9	14	9.2
Hypertensive disease	7	27	17	7	42	27	6	32	21
Bronchitis, emphysema, asthma	8	24	15	8	27	18	7	32	21
Perinatal causes	8	24	15	6	50	33	12	12	7.9
Pneumonia & influenza	10	17	11	9	26	17	8	18	12

Source: Ministry of Health, report from the Chief Medical Officer, 2000

Disabilities are often responsible for poverty. Data from the last two censuses indicate that the proportion of people living with disabilities has increased slightly, but with an alarming growth, from 1.54% to 5.41%, among children under the age of 4.

**Table 10: Disability by sex, 1991 and 2001, and disability among 0-4 age group**

Age group	1991				2001			
	Male	Female	Total	% of total	Male	Female	Total	% of total
0-4	59	42	101	1.54	114	116	230	4.21
Entire population	2860	3697	6557	4.92	2567	2897	5464	5.41

Source: Population and Housing Census, 1991 and Preliminary Population and Housing Census, 2001

#### Ecological and environmental factors

Several environmental factors are at the root of poverty in Saint Lucia. These include:

- Land degradation and resulting loss of productivity: land use patterns in many parts of the country have resulted in the loss of soil fertility and in soil erosion. Consequently, the productivity of many farms has been reduced. Small farmers are the most directly affected by this situation, because they are typically located

- on steeper slopes and less fertile lands, while flat fertile lands are occupied by larger estates and public properties.
- Coastal and marine habitat degradation and resulting loss of productivity: as a result of a number of factors (sedimentation caused by land erosion, pollution coming from land and sea sources, overharvesting of living marine resources, physical damage to coastal and marine ecosystems), coastal productivity and the stocks of important species have declined. Here again, poor resource users are the primary victims of this situation, because they are the most dependent on nearshore resources, and because their livelihoods are vulnerable and are easily affected by ecological change and uncertainty, or by restrictions to their rights of access.
  - Natural disasters: these disasters, especially hurricanes, floods and landslides, do add to the uncertainty and vulnerability of many livelihood strategies, especially those of the poor.
  - The impacts of these natural and human factors are likely to be exacerbated by climate change and its impacts on flooding, weather patterns and coastal vulnerability.

### **Chapter 3: Current national poverty reduction efforts**

#### *Macro economic, trade and investment policies*

At the macro-economic level, the Government of Saint Lucia is committed to the achievement of sustainable economic growth and social development. In order to achieve broad development objectives in an unfavourable regional and global economic environment, government employs a range of sectoral, trade, monetary and fiscal policies.

In order to stimulate growth, government pursues a number of complementary macro-economic policies. In the agricultural sector, the two main policy directions are: (a) to stabilise the banana industry, and (b) to continue and accelerate the process of diversification in crop production, animal husbandry and fisheries. In order for the banana sector to remain competitive, the government sees the need to increase productivity, to build capacity and to rationalise institutional arrangements, by:

- creating a streamlined management and operations structure to reduce cost and improve efficiency;
- developing a leaner and targeted grower base capable of producing to volume and quality specifications; and
- providing significant investment in farm inputs, farm rehabilitation and farm infrastructure.

In order to guide the implementation of its Banana Recovery Plan, government has established a Banana Emergency Recovery Unit (BERU).

In the manufacturing sector, agro-processing, informatics and information technology (IT), and handicrafts have been identified as potential areas of growth. Significant achievements have been made in recent months, particularly in agro-processing, in increasing market share, creating employment, and penetrating export markets. Government has also developed an industrial policy that seeks to improve the competitiveness of manufacturers in the areas of:

- Quality and standards
- Human resources
- Innovation in products and processing
- Application of appropriate technology
- Continuous improvement in productivity
- Strategic marketing

In the tourism sector, a number of strategies guide government policies and strategies, including the facilitation and exploration of foreign investment, the mobilisation of domestic capital, the enhancement and diversification of the tourism product, the development and adoption of suitable standards, niche marketing and capacity-building. Several product development and community initiatives are implemented under the auspices of the Saint Lucia Heritage Tourism Programme.

In international trade, the government is committed to the OECS decision to become part of the Free Trade Area of the Americas (FTAA) by 2005. At the level of CARICOM, trade within the region is being further liberalised with the formation of the CARICOM Single Market and Economy (CSME). This means, among other things, that the trade-licensing regime will move towards a tariff-based regime. Government's current Medium Term Development Strategy Paper commits it to:

- working closely with CARICOM with the goal of ensuring that the agreements arrived at Doha in 2001 do materialize, especially those pertaining to the need for Special and Differential Treatment for Small Economies;
- working towards the full implementation of Protocol 2 under the Treaty of Chaguaramas;
- seeking to optimise existing and potential opportunities to develop extra-regional markets through the OECS Single Market and Economy (OSME) and CSME as well as through membership in the FTAA and bilateral trade agreements such as with the Dominican Republic.

With respect to monetary policy, priority is being given to:

- maintaining a sustainable Balance of Payments (BOP) position, with a prudent management of both international and domestic reserves;
- maintaining price stability, thanks in part to the maintenance of the fixed exchange rate with the US dollar;
- encouraging inflow and preventing loss of capital by maintaining the fixed exchange rate and fostering investor confidence;
- encouraging domestic savings to reduce vulnerability at both the macro-economic and household levels and to generate a source of capital for investment and for the absorption of economic shocks;
- placing all relevant institutions under the control of the monetary authority, in order to increase efficiency and to inform management decisions.

With respect to its fiscal policy, government is committed to:

- maintaining and enhancing levels of public sector savings;
- pursuing the implementation of tax reform in order to improve efficiency, stimulate growth and enhance equity;
- increasing revenue through changes in taxation systems (e.g. used vehicles) and a review of fee structures;
- improving efficiency in the design and implementation of the Public Sector Investment Programme (PSIP);
- pursuing its public sector reform programme;
- outsourcing services, and freezing employment and salary levels in the public sector.

Some of these policies and goals can be summarised in the following macro-economic targets.

**Table 11: Macro-Economic Targets**

	Actual	PROJECTIONS		
	2001	2002	2003	2004
Real GDP Growth	-5.4 %	1.9 %	4.5 %	5.0 %
Nominal GDP Growth	-3.3 %	4.9 %	7.7 %	8.4 %
Banana Production	51.6 % (34,044 tonnes)	35.0 % (46,400 tonnes)	25.0 % (58,000 tonnes)	NA
Tourism Expenditure	-16.2 % (XCD 630 M.)	-12.0 % (XCD 554.4 M.)	7.2 % (XCD 594.3 M)	NA
<b>FISCAL TARGETS</b>				
Current Revenue to GDP	24.8 %	25.0 %	25.0 %	25.8 %
Current Expenditure to GDP	22.8 %	22.0 %	20.9 %	20.5 %
Central Govt. Current Savings to GDP	2.0 %	3.0 %	4.1 %	5.3 %
Total Public Sector Debt to GDP	53.4%	51.0%	50.2%	48.0%
External Debt to GDP	30.5%	29.8%	30.7%	29.5%
Central Govt. Debt Service to Current Revenue	17.2%	17.3%	17.0%	16.7%

Source: draft Medium-Term Development Strategy Paper, 2002-2006.

### Public sector investments

In light of current economic conditions, the Public Sector Investment Programme (PSIP) is a key instrument of economic recovery and growth. This Programme concerns all major sectors of the economy, and seeks to establish the infrastructural foundation required for sustainable development and social protection. The PISP for the 2002-2006 period is estimated at XCD 824 million, with 38% of that total going to the social sector (XCD 141 million to education and XCD 49 million to health). In the economic sectors, the primary intent of the PISP is to develop and increase the productivity of tourism and agriculture.

Constraints to the financing of the PISP include a reducing fiscal base and a decline in grant funding. Government is therefore obliged to rely on loan financing for large public sector projects that are expected to contribute to growth performance and employment creation, thereby increasing public debt. Current PSIP-funded projects include the Road

Development Programmes (RDP), the education reform project (XCD 17.3 million), the CDB-funded shelter development project (XCD 29.2 million) and the CDB-financed Fifth Water Supply Project (XCD 12.3 million).

### Social services

In the social sectors, there are a wide range of policies and programmes that are relevant to poverty reduction.

### Education

The policies and programmes of the Ministry of Education, Human Resource Development, Youth and Sports are informed by its awareness of and sensitivity to poverty issues and seek to address such issues. They are contained in the Education Sector Development Plan (GOSL 2000b), which was developed through a participatory process that involved 27 meetings, during which poverty issues featured prominently. The Ministry's policies and programmes address poverty issues from two complementary angles: (a) alleviating the negative impacts of poverty on educational opportunities, and (b) building skills and capacity as instruments of poverty reduction.

Support to poor families is provided in several forms. The School Feeding Programme reaches over 6,000 children in primary school, with a total expenditure of XCD 548,765.00 during the current fiscal year. Link is also made between this Programme and the teaching of agriculture, with 17 green houses currently in production in schools. Over 2,500 students benefit from the text book and bursaries programme, which has been capitalised, in part, by a grant from the Republic of China to the Education Trust Fund.

One area of significant progress is the enrolment at secondary level, with major advances having been made towards universal enrolment. The specific objectives of current programmes in secondary education include:

- providing equitable access to secondary education by constructing new schools and by expanding and rehabilitating selected schools in under-served areas;
- improving quality at the secondary school level by focusing on: (a) curriculum reform, teacher training and improved student evaluation, including continuous assessment, (b) enhancing learning spaces, and (c) implementing programmes to support participation of disadvantaged children, including social and welfare support, and
- strengthening the management of the sector through monitoring and evaluation systems, capacity-building, and greater equity in resource distribution among schools.

The government's goal is to achieve universal secondary education by 2006. By that date, the secondary school age population is projected to be 16,789. The achievement of this goal will therefore require the creation of at least 3,500 additional school places at the secondary level. These places will be provided through the construction of new schools, the expansion of existing schools and the upgrading of schools. At the same time, new curricula of relevance to poverty reduction and social development are being developed and introduced in secondary schools, notably in the areas of health and family life.

In its new approach to the financing of secondary schools, the Ministry proposes to include social and economic criteria in defining the level of state support to individual schools. The Ministry's current activities in secondary education are supported by the OECS Education Development Project.

**Table 12: Enrolment in secondary schools**

	1992/93	1993/94	1994/95	1995/96	1996/97	1997/98	1998/99	1999/00	2000/01	2001/02
<b>Enrolment at secondary level</b>	9169	9721	10190	10314	11082	11540	11847	12530	12738	12743
<b>Population 12 to 16</b>				16940	17122	17144	17018	16732	16590	16631
<b>Enrolment at secondary as percentage of cohort 12-16</b>				61	65	67	70	75	78	77

Source: Education Statistical Digest, June 2001 (GOSL 2001)

Tertiary education is provided mainly through the Sir Arthur Lewis Community College, which comprises four main divisions, namely: Arts, Science and General Studies; Teacher Education and Educational Administration; Technical Education and Management Studies; and Agriculture. It also includes a Department of Continuing Education, a Department of Health Sciences, a Computer Based Learning Centre and the Hunter J. Francois Library. It offers a range of programmes at the Certificate, Diploma, Associate Degree and Bachelors Degree levels, and it has recently expanded its vocational training capacity and programmes.

The Ministry has indeed placed strong emphasis on skills development as an instrument of poverty reduction, and two main programmes have been established in this regard. One is the National Enrichment and Learning Programme (NELP) which has replaced the former Adult Education Unit of the Ministry. It proposes a new strategy that includes literacy and numeracy as well as training in a diversity of skills, making learning relevant, practical and applicable (Jules 1999). It also includes topics related to culture, social skills, personal enrichment, health and quality of life. The other initiative is the National Skills Development Centre (NSDC), which is dedicated to the development of a skilled and marketable labour force.

Another important initiative is the Junior Achievers programme sponsored by the Chamber of Commerce and Industry and aimed at encouraging young people to engage in small business ventures and at exposing them to some of the realities of business development and management. This programme currently involves a number of secondary schools, and has generated positive results.



In the field of education and human resource development, one important non-governmental organisation is the Centre for Adolescent Rehabilitation and Education (CARE) that provides education to young people who have left the formal education system, with a focus on vocational training and skills training. It reports that 83% of the persons who have graduated from its programmes to date are now employed. Similar services are offered by the Upton Garden Girls' Centre. Skills training are being offered by the National Research and Development Foundation (NRDF) and the Small Enterprise Development Unit (SEDU).

A number of more informal institutions and initiatives are also aimed at supporting young people, especially those who find themselves at risk because of unemployment, social status, and lack of material and emotional support. Youth and sports clubs in many communities seek to engage idle youths in meaningful activities. The creation and management of Human Resource Development Centres is one of the ways in which government is guiding and supporting such efforts.

### Health and welfare

In 1997, the Government of Saint Lucia initiated a Health Reform process, which resulted in the formulation, in 1999, of a comprehensive set of proposals and plans. The process is now at the implementation stage, and it is based on a number of key strategies, as enunciated by the Ministry of Health:

- The active and permanent participation of persons from different communities in all stages of the health development process. This includes needs determination and prioritisation, formulation of programmes and evaluation and control of health resources and programs.
- The transfer of authority and power to make decisions to the periphery, including administrative and technical tools.
- The involvement of other sectors in efforts to deal with problems, particularly those that arise from a variety of causal factors.
- The development of a nation-wide health information system to provide balanced and high quality evidence, on which decisions may be based.
- Careful appraisal of the mix of inputs to be applied in addressing technical problems to produce specific health outputs, interventions or services at lowest costs. Appropriate new technologies will be adapted to well defined technical and administrative standards.
- Measuring the quantity and quality of inputs (input indicators) and the actual process of care (process indicators) in the short term. Measuring the impact on health status (output indicators) in the medium to long term.

There are 6 hospitals (5 public, 1 private) offering care to in-patients: 3 acute general hospitals, 2 district hospitals, and one psychiatric hospital. Out-patient services are provided at medical clinics at the health centres and at district hospitals, and through the casualty or emergency departments of acute general hospitals. Medical and pharmaceutical services are made available at least once a week at the health centres and district hospitals. Maternal and child health services are offered at specialised clinics held at the health centres and district hospitals. The services they offer include antenatal,

postnatal and intra-natal care, as well as immunisations of children against the diseases under the expanded programme of immunisation. Thanks to this immunisation programme, Saint Lucia has achieved almost universal immunisation of children in respect of tetanus, polio, tuberculosis, measles and diphtheria, and there is a very low incidence of diseases preventable through immunisation.

Control of the *Aedes aegypti* mosquito is the responsibility of the Environmental Health Branch of the Ministry of Health, because of the importance of that vector in the spread of communicable diseases, particularly dengue fever. Destruction of breeding containers, application of insecticides (adulticides and larvicides) to breeding containers and education of the public on the elimination of potential breeding containers are some of the measures undertaken during inspections of premises, airports and seaports. The Branch is also responsible for the application of rodent bait to strategic points and education of the public on proper storage and disposal of garbage.

The Ministry of Health and the non-governmental AIDS Action Foundation are involved in prevention programmes targeted at HIV/AIDS, including prenatal prevention. Their activities include public education, teacher training programmes, and targeted testing. These programmes focus in particular on vulnerable groups, especially adolescent females who represent the fastest growing segment of HIV/AIDS cases at this time. The AIDS epidemic is a major source of concern among health and social workers, and its implications for Saint Lucia have not yet been assessed fully.

The Division of Human Services and Family Affairs within the Ministry of Health provides a variety of services to persons and households faced with social problems. The Division also manages the provision of financial assistance, under the Public Assistance Act of 1967, to persons defined as needy, i.e. who, ‘by reason of infancy, old age, illness, bodily infirmity or mental incapacity [are] unable to maintain [themselves]’. The responsibility of providing Public Assistance is in the hands of the Human Services and Family Affairs Division of the Ministry of Health. This assistance comes primarily in the form of a financial donation of XCD 60.00 per month; it also includes an automatic exemption from payment of medical fees.

**Table 13: Public Assistance expenditure, 1997 to 2002**

CASTRIES					
	1997/98	1998/99	1999/00	2000/01	2001/02
	685,673.00	693,173.00	973,853.00	964,543.00	956,616.00
ANSE-LA-RAYE/CANARIES					
	1997/98	1998/99	1999/00	2000/01	2001/02
	67,680.00	64,100.00	88,260.00	16,730.00	115,150.00
DENNERY					
	1997/98	1998/99	1999/00	2000/01	2001/02
	100,780.00	108,280.00	175,950.00	193,740.00	196,410.00

VIEUX-FORT/LABORIE					
	1997/98	1998/99	1999/00	2000/01	2001/02
	261,740.00	287,640.00	47,180.00	490,990.00	507,630.00
SOUFRIERE/CHOISEUL					
	1997/98	1998/99	1999/00	2000/01	2001/02
	315,800.00	329,920.00	503,490.00	543,510.00	554,230.00
GROS- ISLET					
	1997/98	1998/99	1999/00	2000/01	2001/02
	42,500.00	41,720.00	56,970.00	58,370.00	61,530.00
MICOUD					
	1997/98	1998/99	1999/00	2000/01	2001/02
	79,780.00	88,880.00	14,600.00	176,650.00	176,430.00
<b>TOTAL</b>	<b>1,553,953.00</b>	<b>1,613,713.00</b>	<b>2,400,303.00</b>	<b>2,534,533.00</b>	<b>2,567,996.00</b>

Source: Treasury Department

Family planning services are provided by the Ministry of Health and the Saint Lucia Planned Parenthood Association, a member of the International Planned Parenthood Federation (IPPF). The formal provision of family planning services started in Saint Lucia in the 1960s in an attempt to address the phenomenon of large family size (Jn. Baptiste 1998).

Within the Ministry of Health, the portfolio of health education and promotion falls with the Bureau of Health Education. The Ministry of Health often pays for media access but some health information is publicised through the Government Information Services. In addition to the general public, parents, teachers, students, bus drivers, and community groups are targeted by health education and health promotion programmes. In addition to the use of the media for educational programmes, booklets, pamphlets, posters, charts, logos and maps are also utilised to disseminate health information by the Bureau of Health Education.

A number of community groups, including religious organisations, Clubs 60 and youth and sports clubs are also involved in health and family life education, and in the provision of social services, especially to the elderly. Human Resource Development Centres, wherever they exist, provide suitable facilities for several of these activities and services.

The work of the National Insurance Corporation (NIC) is also directly relevant to the needs of the poor, especially in light of its statutory obligation to “provide assistance to the aged, disabled or needy persons notwithstanding that they are not contributors” (National Insurance Act No. 10 of 1978). This recently translated into the creation of the National Community Foundation, which was established in 2002 following the promulgation of the National Community Foundation Act of 2001.

### Housing

Government has recently embarked on a Shelter Development Project that is funded, in part, through a loan from the Caribbean Development Bank. Its purpose is to improve the shelter conditions of low-income households by facilitating access to affordable credit, serviced plots, improved housing and upgraded facilities in squatter settlements. The Project is building on the results of the Programme for the Regularisation of Unplanned Development (PROUD) by improving the conditions that prevail in a number of squatter developments, by providing low-cost housing in five pilot settlements, by establishing a loan fund for house repair and improvement, and by providing training and technical assistance. The project is implemented under the auspices of the Ministry of Physical Development, Environment and Housing, in collaboration with the National Housing Corporation and other relevant agencies.

At the same time, the government is involved in the development of policy for housing and in macro-level planning activities. It is within this framework that the National Housing Corporation (NHC) has been established, as the amalgamation of three previous entities, namely the Saint Lucia Housing Authority, Nationwide Properties Limited and the Housing and Urban Development Corporation. In order to inform policy formulation and programme implementation, the Housing Section of the Ministry of Physical Development, Environment and Housing is also engaged in a number of studies and research projects.

Public sector initiatives in housing are supported by the Programme for the Regularisation of Unplanned Developments (PROUD), which was established in April 2000 for an initial period of five years. The Programme seeks to upgrade existing squatter settlements on public lands, to transfer land title to occupants whenever possible, to improve the housing conditions of people living in these settlements, and to build capacity and entrepreneurship within target communities.

In order to assist families in cases of disasters, the National Emergency Management Organisation (NEMO) has developed an emergency housing management policy that includes specific provisions for direct assistance.

### Water and electricity

Major efforts have been realised over the past few years with respect to water and electricity connection. Several poverty reduction initiatives (BNTF, MVDP and PRF in particular) have invested in water connections, and WASCO itself has facilitated connections for poor households. New connections are being made through the CDB-financed Fifth Water Supply Project, and water supply remains on the work programme of both BNTF and PRF. As a result of these recent efforts, 78% of the population had access to the public water supply system (either into dwelling, or piped into yard) and over 85% of households had electricity at the time of the national census in April 2001.

### Public transportation

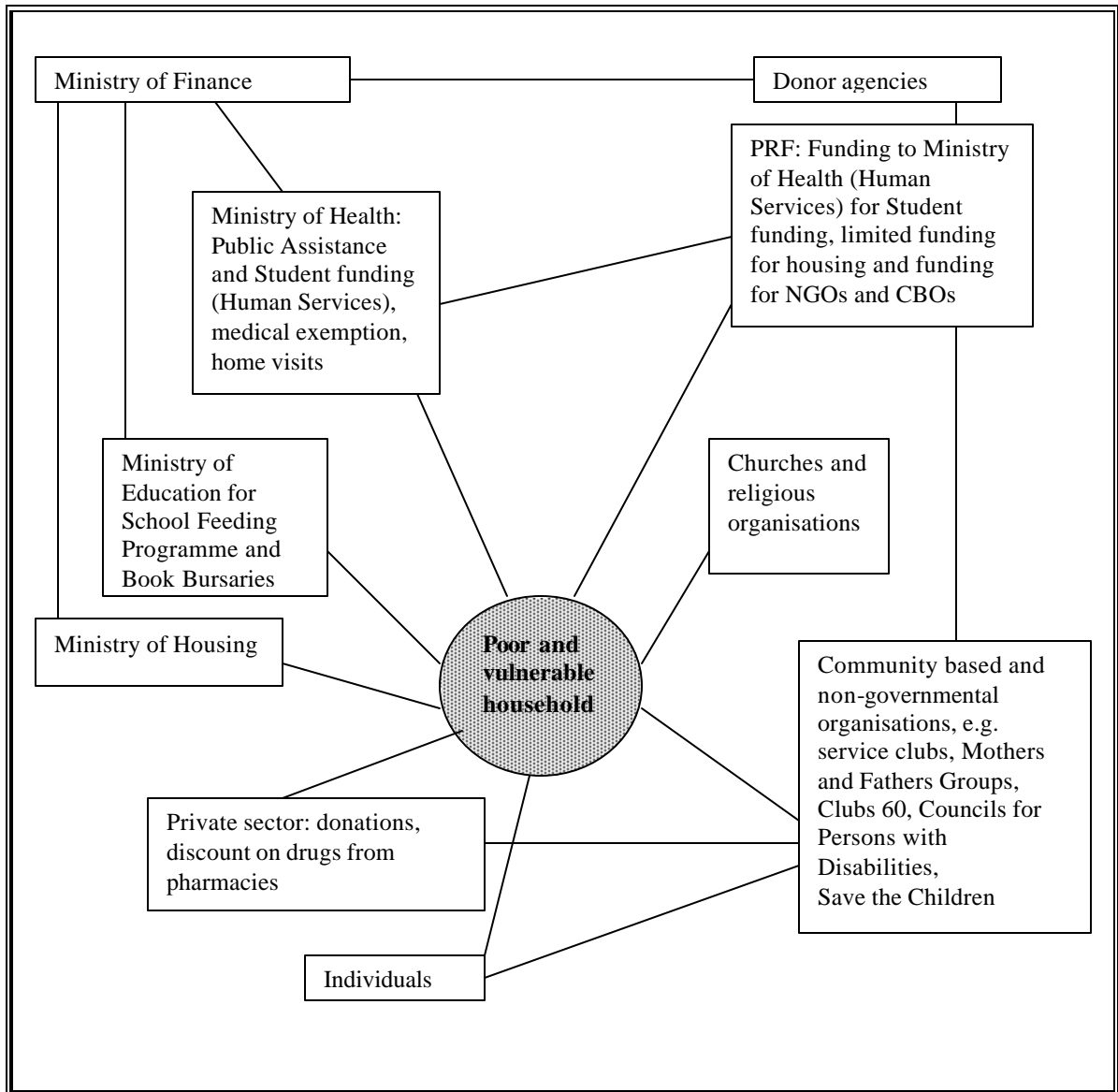
Government has worked towards the improvement of public transportation systems by controlling prices and regulating routes. Transportation however remains a private

service, which does not meet adequately the needs of poor persons (especially the elderly) and isolated communities.

Services to meet the needs of disabled and elderly persons

There are a number of organisations and institutions primarily dedicated to the needs of vulnerable persons. The main organisation involved in this sector is the National Council for and of Older Persons, a member of HelpAge International. Its main activities include awareness building and advocacy, provision of support to local groups (there are over 20 Club 60s operating in the island at this time), training and provision of assistance to older persons. It receives an annual subvention from government.

There are also a number of homes catering for the elderly. These include the Adelaide/Frances Memorial Home, the St. Lucy Home, and the Marian Home managed by the Carmelite Sisters. The Catholic Church also maintains the St. Joseph Villa in Dennery. There is one Senior Citizens Home managed by the government and located at Malgretoute, Soufriere. There are specialised organisations and schools catering to the needs of persons with disabilities, including the School for the Blind and the School for the Hearing Impaired, recently renamed as the Lady Gordon Opportunity Centre.



Key institutions available to provide assistance to poor and vulnerable households.  
 Source: meeting of development practitioners, Vieux Fort, 29 October 2002

Justice

A number of initiatives have been undertaken recently, or are currently underway, to improve the justice system and its impacts on society. One key development has been the construction of a new correctional facility that replaces an outdated and overcrowded prison. This investment signals a shift in policy from punishment and incarceration to rehabilitation. Another important initiative is the current introduction of a system of legal aid, which will increase equity in access to justice.

Infrastructure

Government has given priority in recent years to improving the economic and social infrastructure in rural and urban communities, notably with the construction of drains, roads and footpaths. Poverty reduction and rural development agencies have been

involved in these efforts, including BNTF, PRF, MVDP, SLREP, SLHTP and the Ministry of Communications, Works, Transport and Public Utilities.

Public sector investments in infrastructural development have demonstrated the ir potential to impact significantly on employment, revenue generation and poverty reduction. Policies of financing institutions however do not always favour small entrepreneurs, when large contractors are allowed to import equipment duty free and make it impossible for small local contractors to compete. This suggests the need for a national policy on procurement that is compatible with international rules and results in efficiency and effectiveness.

### Key economic sectors

#### Agriculture

Changes affecting the banana industry are the main concern of the Ministry of Agriculture and other agencies involved in the agricultural sector. In response to these changes, the Ministry has undertaken several large scale programmes aimed at modernising and diversifying the agricultural economy. These include the Rural Economic Diversification Incentives Project (REDIP), which has been completed, the Saint Lucia Rural Enterprise Project (SLREP), and the Mabouya Valley Development Programme (MVDP). More recently, the Ministry has established a Banana Emergency Recovery Unit (BERU), with the purpose of providing social services and technical assistance to banana farmers, and of co-ordinating government's efforts in the banana sector. Through these projects and its own extension services, the Ministry seeks to promote a business approach to agriculture. It also works towards the strengthening of producers groups and other community organisations. The Ministry has formulated an agricultural diversification strategy (GOSL 2000b) that includes a number of programmes, some of which have direct implications for poverty reduction.

There have been a number of initiatives aimed at making land available to poor farmers, but these experiences have not been entirely successful. In the Mabouya Valley, the majority of farmers have not respected the terms of their lease-purchase agreements. In the Roseau Valley (Model Farms), only a small number of former farm workers have actually become owners. These and other experiences suggest that:

- Conditions of land purchase have generally not been favourable to poor people.
- Persons previously employed as farm workers cannot automatically become farm owners and managers.
- Land reform and redistribution schemes require substantial long-term investments in education, cultural change and capacity-building.
- Priority should be given to the development of lease agreements.
- Agreements and other arrangements governing access to agricultural lands must be designed and managed by institutions that are dedicated to and experienced in rural development and agricultural production.

### Fisheries

Central to the policies of the Ministry of Agriculture and its Department of Fisheries is the maintenance of a productive small-scale fishery. This sector is important, providing direct employment to over 3,000 people, and contributing significantly to food production. The artisanal nature of the fishery maximises its contribution to social development and employment, and appears compatible with environmental conditions. Other marine resources, such as the sea urchin and the conch, also contribute to the livelihoods of coastal communities. Meanwhile, a number of efforts have been made towards diversification, including promising experiments in fish farming and seaweed culture. These efforts are placed within the broader context of marine resource management, with an emphasis on community involvement and sustainable use.

### Tourism

There is an implicit policy of promoting the growth and diversification of the tourism sector, with the objective of ensuring a better distribution of benefits. Central to the tourism policy is the maintenance and improvement of the existing industry, as a source of employment and foreign exchange income. Government also remains committed to attracting new investments, in order to expand the sector while generating the benefits normally associated with hotel construction. Meanwhile, efforts are being made, both by the government and by the private sector, to enhance the linkages between tourism and other sectors of the economy and to diversify the tourism product, in order to provide for a more widespread distribution of benefits. Much of this product diversification and small enterprise development work takes place under the auspices of the Saint Lucia Heritage Tourism Programme, an EC-funded initiative implemented by the Ministry of Tourism. At the same time, there are private and community-based initiatives aimed at decentralising events, activities and facilities

### Arts and crafts

Handicraft production is an important part of livelihood strategies, and some of the local products have marketing potential in the tourism sector. It is in recognition of this potential that the Ministry of Tourism has developed and approved a policy statement, and that the Saint Lucia Heritage Tourism Programme has conducted a study of the sector and its development requirements. Another significant step is the recent establishment of a Saint Lucia Arts and Crafts Co-operative. The Ministries of Commerce and Tourism are now collaborating in the implementation of the policy and of the recommendations of the study.

Artistic development is also encouraged, largely at the initiative of local artists and performers, and with support from the Cultural Development Foundation and community-based organisations. In addition to their roles in forging individual and collective identity, the arts are seen as an important vehicle towards social and economic development. Through the promotion of national and community-based cultural festivals, capacity-building processes aimed at cultural organisations, skills training and financing, artistic production is being encouraged in its various forms, and linkages with other sectors, particularly tourism, are being encouraged.



### Manufacture

The Government of Saint Lucia remains committed to the development of the manufacturing sector. Aware of the significant decline that has affected the sector in the past few years, efforts are focused on the development of standards, and on the use of more effective marketing strategies.

### Small business development and access to credit

Major investments have been made in the small business sector over the past few years, and a number of institutions and programmes are involved, notably BELfund, NRDF and SEDU. These investments have not yielded the expected benefits, and this experience suggests that credit may not be the most suitable mechanism to finance small and micro-business, and that public sector agencies are not in the best position to secure repayment of loans to small entrepreneurs. In recent times, there has been renewed interest in equity financing as a mechanism to support entrepreneurial development, including the establishment of the Bank of Saint Lucia Productive Sector Equity Fund Inc.

### Governance

Changes in public sector governance systems and arrangements in the country over the past few years have taken place in two main directions.

Over the last five years, the government has been pursuing the goal of comprehensive public sector reform, with the objective of improving efficiency and effectiveness in the provision and delivery of services, while improving transparency, accountability and better governance across the public service. The strategic objectives of the Public Sector Reform Programme are set out in a White Paper on Public Sector Reform. These are:

- To maximize the use of the scarce resources of the state through the co-ordination and integration of on-going actions and sustaining a planning culture in the Public Service.
- To provide prompt, high quality, cost effective service that citizens value and in so doing significantly raise the “profile” of the Public Service.
- To develop a customer sensitive Public Service.
- To improve transparency, accountability and governance in the business of the State.

In order to achieve these objectives, a number of specific reforms have been identified as part of the Medium Term Development Strategy Paper, which can be grouped around five main areas:

- Strengthening the planning, monitoring and budgeting process to reflect core functions and priorities.
- Reviewing the organisational structure of the public sector.
- Improving management of the human resource within the public service.
- Bringing change in the culture and climate of public service work.
- Broadening public participation.

Meanwhile, government has embarked on a process of local government reform, which is driven by the government’s desire to make the process of governance more democratic

and open and to involve persons at the community level in the decision-making process. Following the conduct of a study and a series of consultations in 1998-1999, a report was prepared and submitted to government (Aubrey Armstrong and Associates 1999) and a Green Paper has been submitted to Cabinet.

*Popular coping strategies*

While the growth of poverty has had negative impacts on many social institutions, it has also provoked popular responses, as people have sought to cope with issues of poverty.

The most significant response can be found in the growth of the informal economy. Recent years have witnessed the rapid growth of an informal sector, as people seek new opportunities to diversify, complement or replace low-wage employment, or to cope with unemployment. Significantly, this shows a dramatic increase in the number of men involved in small-scale vending.

**Table 14: Informal sector by sex and age<sup>5</sup>**

AGE GROUP	1991			2001		
	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL
15-19	4	4	8	13	4	17
20-24	21	20	41	27	20	47
25-29	33	42	75	67	34	101
30-34	25	62	87	70	79	149
35-39	23	58	81	75	76	151
40-44	7	54	61	55	75	130
45-49	12	37	49	52	56	108
50-54	9	38	47	30	52	82
55-59	3	36	39	19	46	65
60-64	13	25	38	23	28	51
65-69	6	24	30	12	34	46
70-74	2	9	11	13	11	24
75-79	4	9	13	3	4	7
80-84	0	0	0	1	4	5
85+	1	1	2	2	2	4
TOTAL	163	419	582	462	525	987

Poverty is also partly responsible for the growth of the illegal informal economy, including marijuana farming, marijuana trade, and cocaine trade. At the same time, there has been an increase in poverty-related crimes against both persons and properties.

*Special intervention projects and programmes*

Government is currently involved in a number of programmes, initiatives or institutions that are primarily dedicated to poverty reduction. These include:

- The Basic Needs Trust Fund (BNTF) Project. The objective of BNTF is to assist low-income communities to improve their access to public services through the provision of social and economic infrastructure and

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<sup>5</sup> This reflects the number of people involved in small scale vending, i.e. vendors who move all their goods every night

the development of skills to enhance employability. The Fourth BNTF Programme will be completed in March 2003, and the Fifth Programme will run from April 2003 until 2007. Funding for BNTF is provided by the CDB and the Government of Saint Lucia.

- The James Belgrave Micro Enterprise Development Fund Inc. (BELfund). This Fund provides access to credit, enterprise training, technical assistance and other support services to micro businesses. It was created in December 1999 and began operations in May 2000. It is funded in the main by the Government of Saint Lucia, with additional resources being provided by the European Commission through its STABEX programme.
- The National Community Foundation (NCF) was established in 2002 by the National Insurance Corporation (NIC) for the purpose of receiving and distributing funds for the benefit of poor, needy or disadvantaged persons, including scholarships to students. The NCF also aims to provide philanthropic leadership, to advocate changes in public policy and to facilitate the empowerment of individuals and groups. Its resources come from the NIC and from corporate and private sponsors.
- The National Conservation Authority (NCA) has a broad mandate of conserving and managing natural assets and sites, and it is primarily involved in beach management and general beautification programmes. It manages a short-term employment programme that has the explicit purpose of generating employment among poorer sections of society. The Authority was created by an Act of Parliament in 1999. Its funding comes exclusively from Government.
- The National Skills Development Centre (NSDC) was created in 2000 for the purpose of developing a skilled and marketable labour force. It has established a training facility and resource centre at Bisee, it conducts a number of training programmes, and it is in the process of establishing five other centres at different locations around the country. Most of its funding comes from the European Commission.
- The Poverty Reduction Fund (PRF) has a broad mission to reduce poverty, build social capital, improve socio-economic conditions and increase access to and quality of basic economic infrastructure and services across Saint Lucia. It implements a large number of projects and activities. It was created by an Act of Parliament in 1998. It is funded by the European Commission, the World Bank and the Government of Saint Lucia.

A review of these experiences shows that much is being done to address poverty. It however suggests that there is an absence of mechanisms for coordination and networking, even among programmes that fall under the auspices of the same ministry. PRF and BNTF collaborate occasionally, but there is no permanent channel of cooperation and communication. There are exceptions, however, for example a current project at Belvedere (Canaries) with funding from PRF and BNTF. Also, PRF's

operations manual is now being used by BNTF in the development of its own manual. Similarly, PRF sits on the Board of BELfund, but these agencies otherwise operate largely independently.

Special interventions (i.e. BNTF and PRF) have a limited direct impact on sustainable employment creation and revenue generation, as they focus more on social and economic infrastructure, and on social development (training and capacity building). This suggests that significant impact on jobs and income can be realised more effectively through macro-economic development policies. Yet, there remains the opportunity of partnerships and integrated interventions on the ground, and there is a need for a more systematic exploration and promotion of avenues for employment and revenue generation through local-level initiatives and interventions.

The process of infrastructural development used by BNTF and PRF illustrates the economic and social impact that such projects have on communities (the experience of community contracting at PRF and community enterprise at BNTF). There is a need to determine the extent to which this approach could be applicable to other interventions, including those of the Ministry of Communications and Works. More generally, there is a need for a detailed assessment of constraints and opportunities with respect to the issuance of public sector contracts, and there is a need for a national policy on hiring and procurement, with a focus on enhancing the positive impact of contracts on poor people.

#### *Institutional arrangements for poverty reduction*

There are many institutions, programmes and initiatives dedicated to poverty reduction in Saint Lucia, and it is clear that poverty issues are receiving priority attention. But there is no integrated policy framework to govern interventions in support of poverty reduction and social development. Currently, there is no clear mechanism for policy formulation in this field, efforts at poverty reduction are not sufficiently sustained and coordinated, and there is no consensus on needs and priorities at the national level.

An overall national development policy exists, but it is more implicit than explicit, and it is not contained in a single statement that can generate consensus, mobilise society and galvanise action. (This national development policy is reflected in general policy statements such as the Budget Speeches and the Medium Term Development Strategy Paper, as well as in the policies of key social sector ministries, notably education, health and human services, and social transformation.) At the same time, there are a number of policy instruments that provide guidance on poverty reduction and social development.

The most important among these include:

- The Saint Lucia Constitution Order 1978 and its commitment to the protection of fundamental rights and freedoms
- The Education Act No. 41 of 1999 and the Education Sector Development Plan
- The Health Sector Reform Proposals and Plans
- The Public Assistance Act of 1967

Over the past few years, much emphasis has been placed on the need for consultation and stakeholder involvement in policy formulation, but decision-making remains largely a

technocratic, centralised and top-down process. Significant progress has been made in the modernisation and rationalisation of legislation in many sectors, but laws and regulations are not always guided by specific policy goals, objectives and directions.

Ministries responsible for social transformation, health, education and gender relations are the most directly involved in social development and poverty reduction, and they all have important policies, programmes and service delivery mechanisms that impact positively on poor people. The Ministry of Finance, through the preparation and management of the national budget, and through its role in coordinating development cooperation, effectively defines the scope and directions of many public sector interventions in social development. The Ministry of Physical Development, Environment and Housing formulates land use policy and coordinates programmes in housing, human settlements and environmental management. The Attorney General's Chambers provide the legal framework for development in the country. Recently, a National Economic Council was established, for the purpose of guiding economic development policy.

The recent creation of the Ministry of Social Transformation (December 2001) and the grouping, under its auspices, of leading poverty reduction agencies (BELfund, BNTF, NCA and PRF) are very positive developments that now need to be translated and incorporated into the Ministry's mission, policies, structure, culture, programmes and overall operations.

National non-governmental organisations are generally weak, but with some exceptions. It is indeed a distinct feature of Saint Lucia's institutional landscape that its civil society is poorly structured, and that many sectors are not organised and represented. Several of the strongest and most consistent civil society organisations in the country are those that are specifically dedicated to vulnerable groups. There is also a need to highlight the importance of religious organisations in providing moral and material support to poor people, and in undertaking very significant programmes in poverty reduction and social development. These efforts include those of larger institutions such as the Centre for Adolescent Rehabilitation and Education (CARE) as well as a multitude of small, often informal initiatives.

The private sector is not sufficiently involved in poverty reduction initiatives. It could provide more support to micro enterprise development, and incorporate poverty reduction objectives in its approach to investment and business development. The private sector also has a key role to play in skills development, by setting standards, by helping to define and forecast labour market demands, by contributing finance and resource personnel, and by providing more support to apprenticeship programmes. On a smaller scale, several businesses are currently involved in charitable activities, and this is another area where the private sector could increase its contribution and enhance its impact.

At the community level, there are a number of informal and formal organisations involved in social and economic development. These include local development committees, several of which are very active and have an impressive track record of

achievement. Some of these local organisations have more specific functions, as is the case with the disaster preparedness committees or the neighbourhood watch groups. Several local groups have also been formed for the specific purpose of assisting with project planning and implementation, as has been the case with community contracting ventures initiated by PRF.

In spite of these initiatives, organisational capacity at the community level remains generally weak. Institutions and programmes involved in poverty reduction have designed mechanisms aimed at building social capital and strengthening community institutions, but these remain largely focused on and around projects. There is need for capacity for long-term community development planning, not only project implementation, and there remains a need for a comprehensive strategy to rebuild social capital and promote social integration at the community level. There is also need for improved coordination among the many actors involved in local development, including the elected District Representatives.

## Chapter 4: The strategy

### National vision for social development<sup>6</sup>

The Government of Saint Lucia is committed to a society in which the pursuit of justice, equality, equity, sustainability, efficiency and resource management are seen as developmental imperatives. These objectives cannot be realised without holistic approaches that aim at building the country's human and social capital (social cohesion, social integration and social stability).

There is therefore a need for a National Social Development Policy, to serve as the framework for this Poverty Reduction Strategy, and it is within the mandate of the Ministry of Social Transformation to facilitate the development of such a policy. It is anticipated that this policy will offer guidance to Government and all other stakeholders to ensure the development of a mindset and culture of independence and self reliance through the execution of an integrated holistic plan that facilitates the creation of a society in which all citizens feel committed, empowered and capable of determining their own destiny.

Social investment and protection will be such that poverty will be eliminated and every citizen will have access to a basic standard of living, critical services and an environment that provides the opportunity to learn and develop one's potential. With these basic facilities it is expected that citizens will be creative, innovative, confident, and better prepared to take on the challenge of contributing to the fulfilment of their fundamental needs. Social protection will also be provided for the vulnerable and excluded, to ensure that everyone is included in the development thrust of the country.

To preserve democracy and ensure good governance, the active participation and effective representation by civil society, the private sector and community-based organisations will be encouraged at all levels in the country's development. Through the establishment of a framework for continued support to these organisations and the creation and promotion of fair, effective and sustainable partnerships, it is hoped that citizens will view organisation as a major avenue for identifying their needs and articulating their demands. Through the spirit of volunteerism and community service it is hoped that greater civic consciousness and accountability will emerge with citizens understanding their rights, responsibilities and obligations to themselves, the community and the nation.

### Targets of poverty reduction

The following goals and indicators have been identified, using the internationally accepted Millenium Development Goals (MDG) as general guides, and they should provide the basis for the formulation of specific targets. The realisation of these targets

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<sup>6</sup> This vision should be seen within the context of the OECS Development Charter, in which the governments of the region see "a future ... where poverty has receded and where [our people] are afforded lives of quality and satisfaction". This Charter also envisions the region as "communities of peoples whose basic rights are guaranteed and whose basic needs for sustainable livelihoods including food, clothing, shelter, and recreation are met".

will require the implementation of a well-coordinated and integrated strategy and plan, involving government, civil society, the private sector and citizens. While focusing on the needs and priorities of Saint Lucia, the strategy and action plan will also seek to promote a regional approach to poverty reduction and social development.

Goals (by 2015)	Types of indicators
Goal: eradicate extreme poverty <ul style="list-style-type: none"> <li>○ Eliminate acute poverty (i.e. below the indigence line)</li> <li>○ Reduce vulnerability to poverty</li> </ul>	<ul style="list-style-type: none"> <li>○ Proportion of population below USD 1.00 per day</li> <li>○ Employment rates</li> <li>○ Household expenditure</li> </ul>
Goal: achieve universal primary education <ul style="list-style-type: none"> <li>○ Provide universal early childhood education</li> <li>○ Provide universal primary education</li> <li>○ Provide universal secondary education</li> </ul>	<ul style="list-style-type: none"> <li>○ Net enrolment ratio in early childhood education centres</li> <li>○ Net enrolment ratio in primary school</li> <li>○ Net enrolment ratio in secondary school</li> <li>○ Quality standards for early childhood education centres</li> <li>○ Examination results at Common Entrance and CXC</li> </ul>
Goal: promote gender equality <ul style="list-style-type: none"> <li>○ Ensure that boys and girls have equal opportunities for education</li> <li>○ Eliminate sexual abuse and gender-based violence</li> <li>○ Provide equal opportunities between women and men for employment, revenue generation and social status</li> </ul>	<ul style="list-style-type: none"> <li>○ Rates of school enrolment by sex</li> <li>○ Examination results</li> <li>○ Admissions to tertiary education institutions</li> <li>○ Employment rates by sex</li> </ul>
Goal: improve health <ul style="list-style-type: none"> <li>○ Bring levels of child and maternal mortality to lowest possible levels</li> <li>○ Provide universal access to reproductive health services</li> <li>○ Improve nutrition</li> <li>○ Provide low-cost access to water and sanitation</li> </ul>	<ul style="list-style-type: none"> <li>○ Number of annual under-5 deaths</li> <li>○ Number of annual maternal deaths</li> <li>○ Number of public sector health workers</li> <li>○ Percentage of population without access to water supply</li> <li>○ Percentage of population without access to proper sanitation</li> </ul>
Goal: ensure environmental sustainability <ul style="list-style-type: none"> <li>○ Maintain and enhance natural productivity of key ecosystems</li> <li>○ Maintain and enhance soil fertility and land productivity</li> <li>○ Protect human health</li> </ul>	<ul style="list-style-type: none"> <li>○ Water quality (pollution and sedimentation) at selected coastal locations</li> <li>○ Water quality in rivers and water catchments</li> </ul>



Goals (by 2015)	Types of indicators
<ul style="list-style-type: none"> <li>○ Ensure that patterns of natural resource use are sustainable</li> <li>○ Avoid and manage conflicts over natural resource use</li> </ul>	<ul style="list-style-type: none"> <li>○ Percentage of land under forest cover</li> <li>○ Status of selected stocks of important natural resources (reef fish for example)</li> <li>○ Occurrence of natural resource use conflicts</li> </ul>
<p>Goal: establish good governance</p> <ul style="list-style-type: none"> <li>○ Create an efficient and effective Public Service</li> <li>○ Provide opportunities for popular participation in governance</li> <li>○ Ensure accountability and transparency of governmental and non-governmental agencies</li> </ul>	<ul style="list-style-type: none"> <li>○ Efficiency of government agencies</li> <li>○ Functioning of local government agencies</li> <li>○ Number and status of NGOs and CBOs</li> </ul>

On the basis of these goals and types of indicators, specific indicators should be selected, through a participatory process involving relevant agencies and groups, in order to arrive at achievable, realistic and measurable targets.

Strategic response

Saint Lucia’s strategy to reduce poverty seeks to achieve the following objectives:

- The provision of sustainable economic opportunities, at both the macro and micro levels, in a manner that benefits all sectors of society, including the poor.
- The empowerment of people and communities, the inclusion of the concerns of poor people in institutions and organisations, and the promotion of social integration, individual self-esteem and cultural identity.
- The promotion of universal access to health, education, water and sanitation, and the protection of vulnerable individuals and groups.

In order to achieve these objectives, six strategic goals will be pursued concurrently and complementarily:

- Provide an enabling policy environment.
- Promote sustainable economic growth.
- Sustain and develop livelihoods and production capacity as well as employment and revenue generation opportunities.
- Promote human and social integration, remove social barriers and build social institutions.
- Guarantee, secure and improve access by the poor/vulnerable to basic services.
- Build capacity and increase effectiveness and efficiency, improve governance

Along these six strategic goals, the following specific objectives will be pursued.

1- Provide an enabling policy environment	2- Promote sustainable economic growth	3- Sustain and develop livelihoods and production capacity	4- Promote social cohesion, remove social barriers and build social institutions	5-Guarantee, secure and improve access by all to basic social services	6- Build capacity and increase effectiveness and efficiency, improve governance
<p>Integrate poverty reduction goals, objectives and approaches into the mainstream national development framework</p> <p>Use integrated development planning approaches at national and local levels</p> <p>Conduct advocacy directed towards multi-lateral and bi-lateral development agencies</p> <p>Adopt and implement pro-poor policies (land, housing, taxation, incentives, etc.)</p> <p>Promote public awareness and mobilisation in support of poverty reduction policies, strategies and programmes</p> <p>Foster attitudinal change</p> <p>Provide health education and services, including family planning</p> <p>Facilitate private sector involvement in poverty reduction initiatives</p>	<p>Foster economic stability</p> <p>Promote diversification</p> <p>Promote competitiveness and sustainability in tourism</p> <p>Support agricultural production, diversification and competitiveness</p> <p>Enhance the competitiveness of the manufacturing sector</p> <p>Promote and strengthen sectoral linkages, especially between agriculture and tourism</p> <p>Influence, and maximise benefits from, international and regional trade agreements</p> <p>Promote import substitution</p> <p>Promote internal and external private investments</p> <p>Expand public sector investments</p> <p>Expand external grant and loan funding</p> <p>Improve income distribution</p>	<p>Maintain and enhance the productivity of natural systems</p> <p>Facilitate access to land for agricultural production</p> <p>Develop pro-poor tourism programmes and activities</p> <p>Improve economic infrastructure, e.g. roads, trails</p> <p>Provide quality education at all levels</p> <p>Provide skills training and human resource development</p> <p>Facilitate access to credit and support small business development</p> <p>Maximise the poverty reduction impacts of public sector investments</p>	<p>Support child and youth development</p> <p>Eliminate child abuse</p> <p>Promote responsible parenthood</p> <p>Promote adolescent empowerment and participation</p> <p>Facilitate the participation of all social groups in decision-making processes</p> <p>Remove gender biases and inequities</p> <p>Eliminate domestic violence</p> <p>Reduce and manage social conflicts</p> <p>Reduce crime and enhance security</p> <p>Strengthen social capital (bonding, channels of communication, mutual respect, community institutions and organisations)</p> <p>Identify and mitigate the potentially negative social impacts of economic development</p> <p>Enhance cultural identity</p> <p>Enhance spirituality</p>	<p>Provide social protection and effective safety nets</p> <p>Extend social protection to the informal sector</p> <p>Sustain and expand programmes and projects, and provide facilities that benefit the poor and vulnerable, in:</p> <ul style="list-style-type: none"> <li>o Housing and shelter</li> <li>o Physical and mental health services</li> <li>o Child care and development</li> <li>o Water supply</li> <li>o Sanitation and waste management</li> <li>o Energy</li> <li>o Environmental quality</li> <li>o Transportation</li> <li>o Education</li> <li>o Recreation</li> <li>o Security and safety</li> <li>o Disaster management</li> </ul>	<p>Improve institutional arrangements for poverty reduction and social development within government, civil society and the private sector</p> <p>Ensure transparency and accountability within public and private sector institutions</p> <p>Engage, structure and strengthen civil society</p> <p>Design and implement an integrated system and structure of local governance</p> <p>Advance public sector reform</p> <p>Conduct research, monitoring and evaluation programmes and activities, and incorporate learning into programme design and implementation</p> <p>Establish financing mechanisms to support policy and programme implementation</p>

Principles to guide the design and implementation of the strategy

Saint Lucia's Poverty Reduction Strategy and Action Plan will be guided by the following principles:

- *Equity and rights:* people, communities and societies have rights that must be understood, respected and enhanced. Many of these fundamental rights are enshrined in the country's Constitution, where they are spelled out as rights (to life, to personal liberty), as freedoms (of conscience, of expression, of assembly and association, of movement) and as protections (from slavery and forced labour, from inhuman treatment, from deprivation of poverty, from arbitrary search or entry, from discrimination on the grounds of race, sex, place of origin, political opinions, colour or creed). These rights are also affirmed in international conventions of which Saint Lucia is a party, including the Convention on the Rights of the Child (CRC) and the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW). In several of these conventions, access to basic social services is recognised as one of the human rights, and states are obliged to guarantee access to these services. Increasingly, development agencies and people involved in social work also see participation, i.e. the opportunity to contribute to the governance of institutions and to the shaping of public policies, as one of the fundamental human rights. Through this IPRSAP, the government and its civil society partners reaffirm their recognition of these rights, and their commitment to guarantee them.
- *Responsibilities:* this strategy also recognises that people and institutions have responsibilities, and that these responsibilities must be fully assumed. It is the responsibility of each and every citizen to play a meaningful role in the development process, to respect the law, to resist injustice and advocate for social justice, to contribute to economic production, to occupy a meaningful place in social institutions (family, community, social networks) and to participate in the search and implementation of solutions to problems at all levels. It is the responsibility of civil society, including churches, youth organisations, labour unions, professional associations, NGOs, CBOs, informal social networks and other groups, to participate actively in the development process, to facilitate dialogue and cooperation between people and the state, to represent and voice the needs and aspirations of people, to mobilise, generate and manage resources on behalf of society, and to contribute to economic development. It is the responsibility of the state to provide a favourable policy environment, to guarantee the rights of every citizen, to establish and manage mechanisms to improve equity, to arbitrate conflicts and maintain law and order, and to generate, manage and channel resources in support of social services and economic development.
- *Accountability:* in all that they do, government agencies and civil society organisations must be accountable to the people and to their specific constituents. In many instances, this will require that they establish and maintain mechanisms and instruments of transparency, and that they validate or renew the source of their mandates. At the level of central government, the first system of

accountability will remain a fair and transparent electoral process, and the proper operation of public institutions. At the level of local government, the reintroduction of an electoral process will enhance accountability. In all governmental and civil society agencies, transparency will be enhanced through improved communication, mechanisms for stakeholder participation in governance, and provisions for evaluations and audits. With specific reference to this strategy and action plan, a monitoring mechanism will be put in place (see Chapter 7 below) that will allow for the evaluation of impacts and for creative and adaptive management of the provisions contained in this document.

- *Collaboration and participation*: in this IPRSAP, participation and collaboration are both goals and instruments of the development process. They are seen as vehicles of empowerment and social cohesion, and participatory approaches will therefore be favoured, whenever applicable and feasible, in all aspects of the implementation of this strategy and action plan. In addition, it is recognised that participatory approaches and institutions are likely to be more efficient and effective agents of social change and development, at least in the long term. This strategy and action plan will therefore focus on the development of equitable, meaningful and sustainable partnerships between and among state and civil society actors.
- *Coordination and integration*: because of the wide range of issues it addresses, and because of the complexity of social development processes, this strategy and action plan will require good coordination, and it will be based on the effective integration of resources and systems. Going beyond participation and collaboration, it will favour the sharing of expertise and capacities among organisations, it will seek to establish permanent and efficient systems of communication among actors, it will identify and attempt to eliminate unnecessary duplications of efforts and roles, and it will build the capacity of relevant public sector agencies, and notably the Ministry of Social Transformation, Culture and Local Government, to play a facilitating and coordinating role in social policy formulation and implementation.
- *Knowledge, information, learning and adaptation*: the identification, design and implementation of development policies and interventions require a solid and credible information base. Too often, decisions are made in the absence of the necessary data and analysis. Again, because of the complexity of the issues involved, and because of the ever changing nature of the context within which policy is formulated, there is a need for the constant generation and use of information, for in-depth research on critical topics, and for thorough analyses of causes, impacts and options. In addition, there is a need for constant learning, and for the use of that learning to adapt and change. There is a need to inculcate, within all relevant agencies, a culture of “learning-by-doing”, a capacity to distil experiences and build upon the lessons learned. This strategy and action plan will therefore place much emphasis on enhancing, building and managing information management systems, on building monitoring and evaluation capacity, and on

generating the quality, volume and type of information needed for effective action in poverty reduction and social development.

- *Diversity of approaches and interventions*: it is again because of the complexity of the issues involved and of the interventions needed that this strategy and action plan will encourage diversity in responses and approaches. There is not one single way to address poverty issues, and there is not one single formula for managing and guiding social change. In a desire to respect and enhance the diverse practices of the various actors, and to encourage learning based on a range of experiences, the strategy and action plan will promote this diversity in the types of actors involved (governmental, non-governmental, formal, informal), in the geographic focus of interventions (national level, regions within the country, village level, neighbourhood), and in the types of policies and interventions chosen.

### Target groups and sectors

The strategy and action plan will relate to and impact on groups and sectors in various ways. The table below summarises the most critical among these relationships.

Target groups	Key issues	Specific requirements
General public	Lack of awareness of poverty issues Insufficient involvement in poverty reduction initiatives Lack of participation in governance and social development processes	Build public awareness and commitment Improve governance at national and local levels, with increased citizen participation
Policy makers	Insufficient integration of poverty reduction and social development concerns in national development agenda Unclear role of elected representatives in local governance	Strengthen policy framework Strengthen and improve policy process, with increased participation Improve governance at local level
Public sector agencies	Insufficient integration of poverty reduction and social development concerns in national development agenda Need for more efficiency and effectiveness in the delivery of programmes and services	Continue public sector reform process Improve transparency and accountability Strengthen collaboration and coordination Develop partnerships between the public sector, the private sector and civil society
Private sector and employers	Insufficient involvement in poverty reduction initiatives	Develop corporate social responsibility Design and implement programmes that enhance positive impacts of private sector activities on vulnerable groups
Civil society organisations	Insufficient involvement in poverty reduction initiatives Weak capacity	Build capacity of NGOs and CBOs Develop partnerships between the public sector, the private sector and civil society

Target groups	Key issues	Specific requirements
Children	High vulnerability to poverty Infant mortality Health risks associated with poverty and poor nutrition Inadequate access to education	Provide universal access to education at all levels Remove economic barriers to access to education Provide protection against abuse Provide access to health services
Women	Vulnerability to poverty Adolescent pregnancies and their impacts on education, skills development and employability Inequitable access to employment and income generating opportunities Domestic violence and abuse	Reduce adolescent pregnancies Strengthen roles of fathers in parenting Enhance skills and employability of young mothers Eliminate barriers to employment and revenue generation opportunities Eliminate domestic violence and provide support to victims of abuse
Youth	High unemployment levels Social exclusion and marginalisation High health risks, particularly with respect to HIV/AIDS	Involve youth in social and economic development processes Involve youth in governance and policy formulation Generate and provide employment and income generating opportunities Enhance youth skills and work ethics
Older persons	High vulnerability to poverty Health risks associated with poverty Inadequate access to health services	Provide access to health Provide access to minimal income Expand capacity and enhance quality of foster care institutions
Persons with disabilities	Social exclusion and loss of economic opportunities Inadequate access to health services	Provide equitable access to health and education Enhance employment and revenue generation opportunities
Unemployed and under-employed persons in labour force	Economic vulnerability Inability to adapt to change	Develop skills Improve work ethics and enhance employability Develop resilience and capacity to change

Using this framework and looking at the relevant target groups, there is now a need for a more in-depth analysis of the policies and mechanisms of social protection. This should be done by looking at the major sources and patterns of risk and vulnerability, examining current programmes and their effectiveness, analysing the resources allocated to the various approaches, and formulating proposals that can form the basis of a new social protection strategy for Saint Lucia.

## Chapter 5: Programmes and actions

This strategy will require specific programmes and actions in order to achieve the six strategic goals that have been identified. As part of this Interim Strategy, the general objectives have been confirmed, and a number of specific actions have been identified. It remains however understood that there is now a need for a more comprehensive policy framework that would guide all processes of social development, including those targeted at poverty reduction. This will be done over the next six months, as part of the process to develop a National Social Development Policy. In addition, broad-based consultations and investigations should be carried out among key actors in order to develop specific action plans and programmes. This chapter presents the recommendations formulated to date, and outlines approaches that could be used in the development of these action plans and programmes.

### Strategic goal #1: provide an enabling policy environment

The goal of poverty reduction cannot be achieved in the absence of a favourable and enabling policy environment. In this IPRSAP, policies are understood as the formal and informal rules, norms and institutions that guide the behaviour of society and its members. Current levels and forms of poverty in Saint Lucia are largely the result of the negative or perverse impacts of dominant national and international policies, both past and current. Poverty reduction therefore demands that the policy environment be changed, to ensure that it becomes fully coherent and consistent, and that all policy instruments contribute towards the realisation of the vision of a society free from poverty and its severe consequences.

In order to create this enabling policy environment, there is need to pursue a number of specific objectives, namely to:

- Integrate poverty reduction goals, objectives and approaches into the mainstream national development framework.
- Use integrated development planning approaches at national and local levels.
- Conduct advocacy directed towards multi-lateral and bi-lateral development agencies.
- Adopt and implement pro-poor policies (land, housing, taxation, incentives, etc.).
- Promote public awareness and mobilisation in support of poverty reduction policies, strategies and programmes.
- Foster cultural and attitudinal change.
- Provide health education and services, including family planning.
- Facilitate private sector involvement in poverty reduction initiatives.

In order to achieve these objectives, a number of actions have been identified, and priority should be given to the following:

- Articulation and development of a national consensus on social and economic development, and participatory development of an integrated national development plan.
- Formulation of specific policies in key sectors and areas.

- Integration of social development issues on the agenda of the National Economic Council (NEC).
- Use of existing mechanisms of MTESP and PSIP to ensure optimal allocation of resources and to maximise benefits to the poor on a sustainable basis.
- Formulation of local development plans as provided by the Physical Planning and Development Act of 2001.
- Implementation of Local Government reform.
- Negotiations with relevant donors to increase and optimise support for poverty reduction and social development initiatives.
- Review of credit facilities and arrangements, and expansion of opportunities for equity financing for micro business.
- Strengthening of communications capacity within the Ministry of Social Transformation, Culture and Local Government

In the short term, a number of steps have been identified:

- Study of family land issue, and identification of options to improve tenure and facilitate access to land by the poor.
- Review of the laws of inheritance to facilitate entitlement.
- Completion and adoption of a national population policy.
- Completion and adoption of a national land policy.
- Review of policies and strategies to improve local governance.
- Review of procurement policies and contracting procedures in the construction sector.

The key actors who have a central role to play in creating this enabling policy environment include:

- Ministry of Social Transformation, Culture and Local Government<sup>7</sup>.
- Ministry of Finance and Economic Affairs.
- National Economic Council.
- Ministry of Agriculture, Forestry and Fisheries.
- Ministry of Physical Development, Environment and Housing.
- Private sector organisations.
- Labour unions.
- Development NGOs.
- Local government agencies and community development organisations.
- Government Information Service.
- Media houses and media workers.

In light of the need for effective coordination, the Ministries of Social Transformation and Finance will have a particularly critical role to play in leading and facilitating policy implementation, in ensuring policy coherence and consistency, and in establishing and managing a suitable framework for monitoring and evaluation.

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<sup>7</sup> In this chapter, all mentions of the Ministry of Social Transformation, Culture and Local Government are made to include the poverty reduction agencies that fall under its auspices, namely BELfund, BNTF, NCA and PRF.



Strategic goal #2: promote sustainable economic growth

One of the pillars of this poverty reduction strategy is the development of key economic sectors and the strengthening of the country's macro-economic framework. To a large extent, the goal of poverty reduction cannot be achieved without good performance in all important sectors of the economy, and without the adequate generation and effective management of public revenue. This IPRSAP has therefore identified some of the policies and actions that are needed to consolidate and diversify the economic base, on a sustainable basis.

The specific objectives that must be realised include:

- Fostering economic stability.
- Promoting economic diversification.
- Promoting competitiveness and sustainability in tourism.
- Supporting production, diversification and competitiveness in agriculture and fisheries.
- Enhancing the competitiveness of the manufacturing sector.
- Promoting and strengthening sectoral linkages, especially between agriculture and tourism.
- Influencing, and maximising benefits from, international and regional trade agreements.
- Promoting import substitution.
- Promoting internal and external private investments.
- Expanding public sector investments.
- Expanding external grant and loan funding.
- Improving income distribution.

While this strategy should not duplicate or repeat the programmes and actions already identified in other frameworks, its primary role in this domain will be to monitor progress, assess changes and create synergies between macro-economic initiatives and social development. In particular, the challenge will be to identify and mitigate potentially negative impacts of economic activities on social development.

In this process, the Ministry of Social Transformation, Culture and Local Government will collaborate with a number of key actors, including:

- Ministries of Finance, Commerce and Foreign Affairs.
- Ministries of Agriculture and Tourism.
- Private sector organisations, including the Saint Lucia Hotel and Tourism Association, the Saint Lucia Industrial and Small Business Association, the Chamber of Commerce and Industry, and the banana marketing companies.
- Community-based producers organisations.
- Commercial banks and credit unions.

Strategic goal #3: sustain and develop livelihoods and production capacity

In complement to macro-economic development policies and programmes, there is a need for policies and actions that strengthen livelihood strategies, while maintaining and enhancing the natural, cultural and social capital upon which these strategies are based. In

many respects, this demands actions and interventions at the micro-level, to build capacity, to enhance production and to build linkages. These actions will, as a matter of priority, target unemployed people, especially those who have been displaced by changes in the banana industry.

The creation and maintenance of these sustainable livelihood strategies will require:

- The maintenance and enhancement of the productivity of natural systems.
- The facilitation of access to land for agricultural production
- The development of pro-poor tourism programmes and activities.
- The improvement of economic infrastructure, e.g. roads, trails and footpaths.
- The provision of universal quality education at all levels.
- The provision of marketable skills training and human resource development.
- The facilitation of access to capital and support small business development.
- The promotion of investments that would impact positively on sustainable livelihoods.
- The establishment and strengthening of institutions to support sustainable livelihoods.

Among a wide range of actions needed to achieve these objectives, the following have been identified as priorities:

- Formulation and adoption of a national land policy.
- Creation of a land bank with due consideration to sustainable livelihoods and access to land by poor and landless farmers.
- Continued implementation and expansion of the Saint Lucia Heritage Tourism Programme, with special attention given to policy formulation, capacity-building, product development and marketing.
- Improvement of tourism market access to small farmers.
- Development of equity financing mechanisms for small business development.
- On-going education and skills training programmes, and strengthening of institutions involved in such programmes (e.g. NSDC and CARE).
- Continuation and expansion of Junior Achievers programme.

In this domain, key actors include:

- Ministry of Social Transformation, Culture and Local Government.
- Ministries of Finance and Foreign Affairs.
- Ministry of Agriculture, including MVDP and SLREP.
- Ministry of Tourism, including SLHTP.
- Ministry of Education and National Skills Development Centre.
- Ministry of Commerce and Small Enterprise Development Unit.
- National Research and Development Foundation.
- Private sector organisations.
- Producers and professional organisations.
- Commercial banks.
- Credit Unions.

Strategic goal #4: promote human and social integration, remove social barriers and build social institutions

Deliberate efforts are needed to build social cohesion and enhance social capital, to provide social protection to all citizens, and to address the root causes of social disintegration and conflict. This strategy recognises that social problems are both symptoms and causes of poverty, and that they require a holistic approach that involves all citizens, working in partnership with government and civil society.

The specific objectives that should be realised in this respect include:

- Support child and youth development.
- Eliminate child abuse.
- Promote responsible parenthood.
- Facilitate the participation of all social groups in decision-making processes.
- Remove gender biases and inequities.
- Eliminate domestic violence.
- Reduce and manage social conflicts.
- Reduce crime and enhance security.
- Strengthen social capital and cohesion (bonding, channels of communication, mutual respect, community institutions and organisations).
- Identify and mitigate the potentially negative social impacts of economic development.
- Enhance cultural identity.
- Enhance spirituality.

These objectives will require, *inter alia*:

- The provision of standardised quality education.
- The continued development and expansion of apprenticeship and skills training programmes.
- The introduction and expansion of mentorship programmes in schools and relevant community institutions.
- The expansion of parenting education programmes.
- The expansion of life skills training.
- The design and establishment of bottom-up and participatory systems of local governance to empower groups and to ensure inclusion, using local government agencies and other mechanisms.
- The establishment of structures and organisation of events that provide opportunities for sharing among social groups and partners in each community and allow them to identify common strategies and encourage advocacy on cross-cutting issues.
- Systematic efforts by policy-makers, national agencies and CBOs to include vulnerable groups in decision making processes and management institutions.
- A re-socialisation process to educate parents that child rearing is a shared responsibility.
- The education of men and women on the need to take individual and joint responsibility for planning families.

- The expansion and improvement of the services provided by the Planned Parenthood Association.
- The identification and promotion of role models to give positive gender messages.
- A process of legal reform to revise the status of children.
- The establishment of informal conflict management mechanisms and institutions at community level, and the introduction of training modules for teachers, community groups and other professionals in conflict resolution.
- The expansion of professional counselling services offered to children and families, starting at the pre-school level.
- The promotion of peer counselling in schools and communities.
- The continued development and promotion of recreational and educational activities and facilities.
- The institution and promotion of community policing.
- The repression of police brutality and other forms of abuse of power and authority in the legal system.
- A reform of current policies and practices regarding the sentencing and rehabilitation of first-time offenders.
- The institution of more mechanisms and events to recognize and reward the contributions of members of the community.
- The promotion of the Creole language in formal and informal settings.
- The promotion and provision of support to local culture.
- The organisation and promotion of cultural events and activities that are accessible to all sectors of society.

Key actors in this domain will include:

- Ministry of Social Transformation, Culture and Local Government.
- Ministry of Health, Human Services and Family Affairs.
- Ministries of Justice and Home Affairs.
- NGOs.
- Media workers and houses.
- Local government agencies.

*Strategic goal #5: guarantee, secure and improve access by all to basic services*

All citizens have a right to basic social services, and there is a need for policies, mechanisms and actions that preserve and respect such right. This is particularly true for poor and vulnerable persons and groups, who are often denied access to some of the most fundamental services that they need to sustain their lives. This component of the strategy is therefore concerned with the provision of social protection to all citizens, and with the establishment of adequate safety nets.

More specifically, the objectives of this component of the strategy are to provide social protection and effective safety nets, and to sustain and expand programmes and projects, and provide facilities that benefit the poor and vulnerable, in:

- Housing and shelter
- Health services
- Water supply

- Sanitation and waste management
- Energy
- Environmental quality
- Transportation
- Education
- Recreation
- Disaster management

The priority requirement at this stage is a review of social protection and safety nets in order to provide improved protection and services, particularly in relation to health insurance, pension plans, and unemployment insurance.

In addition, a number of specific actions have been identified to date:

Housing and shelter:

- enactment and enforcement of legislation to secure housing for most poor and vulnerable to offer more affordable credit.
- interest free or low interest loans with longer payment plans.
- upgrading of existing shelters with funding on a self help and community action basis .
- refocus of existing funding agencies to offer affordable credit and grant funding for housing.
- enactment of legislation to ensure that target groups will benefit.

Health services:

- policies put in place to guarantee help goes in priority to the poor and needy .
- free or subsidised medical presently provided to persons over 60; extension of this privilege to poor persons of all age groups.
- continued improvement of the standards and quality of services offered by medical institutions and professionals (speed of services).
- funding organisations to support the production and provision of assistive devices (hearing aid, spectacles and prosthetics).

Water and energy supply:

- implementation of policy of universal access to public utilities.
- continued financing of electrification programmes, especially in rural areas not served by the system.
- continued financing of water connection programmes for poor households and communities.
- building sense of ownership and responsibility, as well as local management capacity, for the maintenance of public facilities.
- continued research on alternative sources of energy and cost-saving measures.

Sanitation and waste management :

- construction of drains and other infrastructure.
- focused investments in sanitation, especially in urban settings.
- enforcement of laws.
- popular education and awareness on waste management issues and their impact on human health and economic development.

- introduction of more environmental health issues in school curricula, from the pre-school stages.

Education:

- continuation and expansion of school feeding programme.
- continuation and expansion of agricultural production schemes within schools.
- continuation and expansion of school bursaries.
- continued and expanded involvement of private sector institutions (companies, banks and credit unions, private sponsors) in providing scholarships and other forms of support to poor students.
- review of skills training programmes to ensure that they cater for persons with disabilities.

Transportation:

- establishment of mechanism for poor persons to receive free transportation.
- improvements of security and health conditions in the public transportation system.

Recreation:

- development of recreational facilities and activities in all communities.

Disaster management :

- Implementation of the disaster management policies, especially with respect to emergency housing.

Key actors in this area include:

- Ministry of Social Transformation, Culture and Local Government
- Ministry of Health, Human Services and Family Affairs
- Ministry of Housing
- Ministry of Education and National Skills Development Centre
- National Emergency Management Organisation
- Ministry of Communications, Works, Transport and Public Utilities
- Utility companies

*Strategic goal #6: build capacity and increase effectiveness and efficiency, improve governance*

Poverty reduction policies and initiatives require an effective and efficient implementation arrangement, with adequate capacity, with transparency and participation, and with a good distribution of roles and responsibilities among state agencies, civil society and the private sector. An improved governance framework will be the foundation upon which the national strategy for poverty reduction depends.

The specific objectives of a process to review and improve governance will be to:

- Improve institutional arrangements for poverty reduction and social development within government.
- Design and implement an integrated system and structure of local governance.
- Ensure transparency and accountability within public and private sector institutions.
- Engage, structure and strengthen civil society.
- Advance public sector reform.

- Conduct research, monitoring and evaluation programmes and activities, and incorporate learning into programme design and implementation.

In order to advance this broad agenda, priority should be given to the following actions:

- Formulation of a National Social Development Policy.
- Strengthening of the Ministry of Social Transformation, Culture and Local Government, with further integration of poverty reduction agencies within the structure and operations of the Ministry.
- Implementation of Local Government reform and formulation of broader strategy for strengthening local governance.
- Rationalisation and harmonisation of the geographic boundaries used by government agencies.
- Development of partnerships between the public sector, the private sector, and civil society.
- Capacity-building and organisational strengthening of existing and new organisations.

In this process, the Ministry of Social Transformation, Culture and Local Government should involve and collaborate with all relevant agencies in government, the private sector, and civil society.

## **Chapter 6: Costs and financing**

The implementation of this strategy and action plan will require a diverse financing strategy, based on a range of approaches:

- It will mobilise local sources of funding as well as funding from external agencies.
- It will require the maintenance of existing sources of financing, as well as the identification of new and creative mechanisms to increase the resources available for social development.
- At the governmental level, it will use both capital and recurrent sources of funding.
- At the same time, it will rely on the mobilisation of resources available to civil society and the private sector.

Specific sources of financing will therefore include:

- Recurrent expenditure.
- PSIP.
- Improved financing of local government agencies through fees, local taxes and revenue generating activities.
- Donor funding to government.
- Donor funding to NGOs.
- Private sector investments in and donations to social development and poverty reduction initiatives.
- Activities and resources of NGOs and CBOs.
- Individual philanthropy.

Over the next few months, the Ministry of Social Transformation, Culture and Local Government will conduct a review and analysis of public expenditure and external funding allocations in order to identify trends, issues, needs and recommended directions.

In this process, the Government of Saint Lucia will remain guided by the objectives of the 20/20 Initiative, an agreement between countries and the international community that calls for the allocation of, on average, 20 per cent of the budget in developing countries and 20 per cent of official development assistance to the provision of basic social services.



## **Chapter 7: Implementation framework**

The implementation of this strategy and action plan will require a multi-stakeholder institutional arrangement that mobilises, coordinates and enhances the policies, actions, resources and capacities of a wide range of actors in government, civil society and the private sector.

Overall leadership and coordinating responsibility will be in the hands of the Ministry of Social Transformation, Culture and Local Government, working in close collaboration with all relevant public agencies, private sector organisations, NGOs and CBOs. Over the next few months, as part of the process of developing Saint Lucia's Social Development Policy, options for coordination and management will be examined and discussed. In particular, opportunities for higher synergies between this process and the work of the newly-created National Economic Council will be explored.

The Ministry of Social Transformation will also continue its internal capacity-building process, and will progressively assume more direct responsibility for a number of central functions related to poverty reduction, namely:

- *Policy formulation and review*: it is the role of the Ministry to continue to provide leadership and guidance in policy development, to lead the formulation of a comprehensive social development strategy, and to give life to the policy process by instituting mechanisms for review and adaptation.
- *Promotion and outreach*: the Ministry will build its capacity in communications and public relations, and will work with relevant agencies to design and deliver a coherent and comprehensive programme aimed at informing and involving stakeholders.
- *Extension and capacity-building for NGOs and CBOs*: the Ministry will also retain capacity-building as a central element of its strategies and programmes, focusing on national non-governmental organisations and on community-based organisations. At the local level, this implies that Community Development Officers should assume a co-ordinating and facilitating role, working in partnership with a wide range of groups, organisations and sectors.
- *Research, monitoring and evaluation*: this strategy document has emphasised the need for more information, at all levels. There is therefore a critical role for the Ministry to play in this regard, to become the repository of data and information relevant to social development and poverty reduction, to develop and manage a research agenda aimed at providing a better understanding of issues and needs, to establish systems that allow for the monitoring of interventions and their impacts, and to create a culture of "learning-by-doing" that continually enhances the impact of policies and programmes.

Meanwhile, other ministries and public sector agencies will play an increasingly important role in poverty reduction and social development. In particular, the Ministry of Finance will incorporate a more explicit poverty reduction agenda in its programming and budgeting processes, with the continuation of negotiations for external funding in support of reduction initiatives, and with the inclusion of more poverty and social

development information and indicators in the instruments and documents developed and produced by its Division of Research, Development and Policy.

The roles of all other ministries will be examined in the light of this Interim Poverty Reduction Strategy and Action Plan, in order to identify specific policies, actions and institutional requirements. The allocation of portfolios among the various ministries will also be reviewed in order to identify gaps, overlaps and issues, and to formulate specific recommendations.

Monitoring and evaluation will form an integral part of this implementation framework, for four complementary sets of reasons:

- Monitoring is needed to assess the impact of poverty reduction policies, programmes and interventions.
- Monitoring is also needed to assess progress in the implementation of the strategy, to ensure that identified strategies and actions are actually implemented.
- Poverty reductions policies, programmes and actions must be informed by an up-to-date understanding of an ever changing global and regional environment, and monitoring activities are therefore needed to provide this contextual picture at all times.
- Monitoring and evaluation provide the basis for learning from experience, to know “what works” and “what does not work” in poverty reduction in Saint Lucia.

Monitoring will require the adoption and use of specific indicators. Some of these indicators will be concerned more with the actual intervention (e.g. expenditure, specific aspects of the intervention, number of persons trained) while others will be concerned with actual impacts.

Monitoring and evaluation will be conceived and implemented through the active participation of stakeholders, and will serve as one of the main instruments of empowerment and participation, by placing relevant information at the disposal of people and institutions, and by building transparency and accountability.

## **Chapter 8: Next steps and short-term action plan**

This Interim Poverty Reduction Strategy and Action Plan should provide the basis for the development, within a period of six months following the adoption of this IPRSAP document, of a National Social Development Policy that fully integrates the poverty reduction agenda. In order to develop this full-fledged policy and to translate it into specific instruments and actions, the following steps will be required.

### *Conduct of research activities in support of the Social Development Policy*

The IPRSAP process to date has revealed a number of issues and questions that require further analysis and investigation, in order to provide a better basis for the formulation of the National Social Development Policy. So far, four main themes have emerged, and they will be addressed in the following manner:

Local governance: on the basis of a review of the Green Paper on Local Government and of the outcomes of the IPRSAP process, a discussion paper will be drafted and used as background for a one-day seminar on local governance that will identify key policy issues, options and directions. The results of this process will be incorporated into the National Social Development Policy and will inform the next step in the process of Local Government reform.

Social cohesion and social inclusion: the IPRSAP process to date has revealed the need for a sharper and more complete analysis of factors of social exclusion and approaches to building social cohesion in the country. This will be done through the conduct of four to five focus group sessions, followed by the preparation and dissemination of a working paper.

Policies and strategies for social protection: on the basis of the recommendations contained in this IPRSAP, there is need for a review and analysis of social assistance programmes and social insurance mechanisms. This will be undertaken by the Ministry of Social Transformation, in collaboration with key partners. It will involve the conduct of an analysis of: the main groups affected; the main risks each group is exposed to and the patterns of their vulnerability; the current interventions, their impacts and their current effectiveness; the indicators of impact; the options available for social protection in each instance.

Budget analysis: the Social Development Policy needs to be informed by a precise analysis of budget allocations, trends and requirements. A study will therefore be commissioned, and its results will inform future policy formulation and programming processes.

### *Development of a research, monitoring and evaluation framework*

In order to guide all monitoring and evaluation activities and to design the institutional arrangements needed for the effective and efficient implementation of these activities, an overall monitoring and evaluation framework will be developed. This will require:

- A compilation of current monitoring and evaluation protocols, frameworks and activities.

- The identification of specific indicators applicable to the poverty reduction strategy and the overall social development process.
- The identification of the monitoring protocols and methods that will be used, including the type and periodicity of surveys and the integration of data gathering and assessment activities within the systems of relevant agencies.
- The identification of issues and matters that warrant further investigation.
- The development of partnerships with relevant research agencies at the regional and international levels to assist with the implementation of a comprehensive research programme.

#### *Consultations on, and drafting of, the Social Development Policy*

This IPRSAP document will serve as the basis for a targeted programme of consultations aimed at developing the National Social Development Policy. These consultations will focus on:

- Policy goals, objectives and instruments.
- Targets, indicators and monitoring mechanisms.
- Roles and responsibilities in policy implementation.

These consultations will involve:

- All governmental agencies involved in social development.
- Civil society organisations at the national and community levels.
- Private sector organisations.
- Donors and other external agencies capable of providing support to the formulation and implementation of the National Social Development Policy.

#### *Communication programme*

This policy formulation process needs to be accompanied and supported by a comprehensive communication programme that serves the triple purpose of mobilising, consulting and empowering stakeholders. The programme will be designed and initiated early in the process, and mechanisms will be put in place to ensure that it is fully integrated into the overall planning framework.

#### *Preparation of a Strategic Plan*

This policy process will be concluded with the formulation of a strategic plan for the effective implementation of the Social Development Policy, with particular reference to the Ministry of Social Transformation, Culture and Local Government and its main partners. This plan will include a framework for the participatory review and monitoring of social development and poverty reduction processes and programmes, and for continued stakeholder involvement in the policy process. The deadline for the completion of the strategic plan is 31 July 2003.

## **Chapter 9: Conclusion**

This strategy demonstrates that the economic transition in which Saint Lucia is engaged needs to be guided and supported by a social and cultural transition, a radical transformation of society and of some of the rules and values that construct it. It suggests that while the economic transition is caused by forces much beyond our control, it is imperative that this new process of social and cultural change be driven nationally, with the participation of all sectors of society.

This strategy further reveals that the agenda of social justice, development and empowerment goes beyond poverty reduction initiatives as they are commonly understood. This agenda requires more than remedies for social ills and economic disparities. It requires that some of the rules of the social game actually be changed, to establish and respect the rights of each and every citizen, to combat social exclusion and restore social cohesion, and to build a new sense of collective identity and individual self-esteem. It also requires that the rights of future generations be taken into account, giving true meaning to the concepts of sustainability and inter-generational responsibility.

The achievement of the vision and objectives contained in this strategy paper will require the commitment and mobilisation of a wide range of partners, within and outside the country, in government, in civil society, and in the private sector. From all these actors, it will demand a renewed sense of responsibility, and an appreciation of the urgency and complexity of the issues that prevent too many Saint Lucians from enjoying a decent, productive and meaningful life.

**Appendix 1: Census population by age group and sex, 1991 and 2001**

AGE GROUP	1991				2001			
	Male	Female	Total	% of total	Male	Female	Total	% of total
0-4	7769	7908	15677	11.76	6897	7062	13959	9.14
5-9	8573	8678	17251	12.94	8364	8190	16554	10.60
10-14	8063	7977	16040	12.03	8329	8396	16725	10.87
15-19	7282	7468	14750	11.06	7825	8188	16013	10.60
20-24	6378	6580	12958	9.72	6434	6595	13029	8.54
25-29	5580	5921	11501	8.63	5960	6452	12412	8.35
30-34	4210	4783	8993	6.75	5444	5783	11227	7.48
35-39	3419	3642	7061	5.30	5318	5695	11013	7.37
40-44	2719	2906	5625	4.22	4390	4540	8930	5.88
45-49	2312	2367	4679	3.51	3369	3250	6619	4.21
50-54	1701	2016	3717	2.79	2584	2679	5263	3.47
55-59	1473	1796	3269	2.45	1981	2250	4231	2.91
60-64	1403	1679	3082	2.31	1828	1979	3807	2.56
65-69	1323	1717	3040	2.28	1685	1826	3511	2.36
70-74	1051	1268	2319	1.74	1281	1339	2620	1.73
75-79	754	854	1608	1.21	1021	1160	2181	1.50
80+	635	1103	1738	1.30	1305	1885	3190	2.44
TOTAL	64645	68663	133308	100.00	74015	77269	151284	100.00
% OF TOTAL	48.49	51.51			48.92	51.08		

Source: Population and Housing Census, 1991 and Preliminary Population and Housing Census, 2001

## Appendix 2: Selected social indicators

### Material of outer walls

	1991	% 1991	2001	%2001
Wood	17681	53.4	16681	40.2
Concrete	9808	29.6	16909	40.8
Wood/concrete	5279	15.9	7292	17.6
Stone	32	0.1	47	0.1
Brick	166	0.50	133	0.3
Adobe	8	0.02	12	0.0
Makeshift	77	0.23	95	0.2
Other-Not -known	28	0.08	312	0.8
Total	33079	100.0	41481	100.0

### Type of toilet facility

	1991	% 1991	2001	%2001
Link-sewer	2142	6.48	2211	5.3
Link-septic tank	9669	29.23	19595	47.2
Pit-latrine	16219	49.03	14648	35.2
Other	1408	4.26	411	1.0
None	3641	11.01	3833	9.2
Not Stated	0	0	783	1.9
Total	33079	100.0	41481	100.0

### Type of lighting

	1991	% 1991	2001	%2001
Gas	137	0.41	95	0.2
Kerosene	7104	21.48	2123	5.1
Electricity-Public	24104	72.87	35493	85.6
Electric-Private	NA	NA	427	1.0
Other	1734	5.24	1861	4.5
None	NA	NA	441	1.1
Not Stated	NA	NA	1041	2.5
Total	33079	100.0	41481	100.0

### Source of water supply

	1991	% 1991	2001	%2001
Private piped into dwelling	5351	16.18	1001	2.4
Private catchment not piped	697	2.11	491	1.2
Private catchment piped			245	0.6
Public piped into dwelling	10444	31.57	24221	58.4
Public piped into yard	4917	14.86	8070	19.5
Public standpipe	9361	28.30	3517	8.5
Public well or tank	226	0.68	138	0.3
Other	2083	6.30	2909	7.0
Not stated			889	2.1
Total	33079	100.0	41481	100.0

Source: Population and Housing Census, 1991 and Preliminary Population and Housing Census, 2001

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