

GENERAL  
LC/CAR/L.254  
23 August 1988  
ORIGINAL: ENGLISH

ECONOMIC COMMISSION FOR LATIN AMERICA AND THE CARIBBEAN  
Subregional Headquarters for the Caribbean

CARIBBEAN DEVELOPMENT AND CO-OPERATION COMMITTEE



WOMEN AS RECIPIENTS OF SERVICES  
IN THE NATIONAL BUDGET OF  
SAINT CHRISTOPHER AND NEVIS

The preparation of this document has been made possible through financial assistance of the UN Development Fund for Women (UNIFEM).



## CONTENTS

Introduction . . . . .	1
Executive Summary . . . . .	3
Brief Note on Saint Christopher and Nevis . . . . .	6
I. THE STATUS OF WOMEN IN SAINT CHRISTOPHER AND NEVIS . . . . .	8
A. Legal Rights . . . . .	8
B. Population Structure . . . . .	12
C. Women in the Labour Force . . . . .	15
D. Women in the Public Service . . . . .	19
E. Women Workers at the Industrial Site . . . . .	20
F. Income Distribution . . . . .	24
II. WOMEN AS RECIPIENTS OF SERVICES PROVIDED IN THE BUDGET . . .	26
A. Education Services . . . . .	26
1. Adult Education . . . . .	28
2. Awards and Scholarships . . . . .	30
3. Government Expenditure on Education . . . . .	31
4. Non-Formal Skills Training . . . . .	32
B. Health Services . . . . .	33
1. Preventative and Curative Services . . . . .	33
2. Family Planning Services . . . . .	38
3. Government Expenditure on Health . . . . .	40
C. Welfare Services . . . . .	42
1. Non-Contributory Social Services . . . . .	42
2. Pre-School and Day-Care Services . . . . .	44
3. Special Education Services . . . . .	46
III SERVICES IN THE EXCLUSIVE INTEREST OF WOMEN . . . . .	47
<u>Annexes</u>	
I LIST OF RECOMMENDATIONS . . . . .	52
II EXPLANATION OF METHODOLOGY . . . . .	54
III TABLES . . . . .	57
LIST OF REFERENCES . . . . .	79



## Introduction

This study is part of a series of studies which attempt to document the degree to which women have been integrated into the development process. It does so by examining those services funded from the national budget of Saint Christopher and Nevis which are specifically earmarked for women, and it also looks at women as recipients of services which cater to the population as a whole.

The long-term objective of the study is to integrate women at an early stage into the development planning process. This study will provide the basis on which this can be done by documenting the present status of women in the context of specific variables accepted by international organizations as indicators of women's participation in and integration into development planning.

The study is divided into two main sections, the first of which presents an overview of the status of women. This includes an evaluation of the legal status of women, an examination of women in the population structure and other relevant demographic characteristics and also women in the labour force. In the context of the labour force, special attention is paid to women in the public service, women employed at the industrial site and women and income distribution.

It is important for women to be trained in areas which would allow them to pursue careers that can lead to technical, executive or managerial positions and so to assume roles which allow them similar chances as men to influence policy. Both, at the highest levels of government and in the private sector, policies are formulated by men without a woman's perspective on issues and concerns that may affect that segment of the population.

Against this backdrop, the second section deals specifically with women as recipients of services provided by the national budget. The subsection on education services describes the education system and its related institutions, examines variables such as enrolment, staffing, teacher training and male/female ratio of students and staff. This is followed by an examination of scholarships and awards by sex, the allocation of budgetary resources for education and, finally, the non-formal youth skills programme.

Women have special health needs that relate to pregnancy and childbirth. In addition, they bear primary responsibility for the care of children and the rest of the family. It is, therefore of vital importance that women have full access to the best medical care, including preventive care and family planning services so as to allow them to improve the quality of their lives and their families and to make choices.

The subsection on health describes the philosophy of the health sector programme, analyzes data on mortality and morbidity and the services provided by the public health system, paying special attention to maternal and child health service, including ante and postal natal care, immunizations etc. Family planning and family life education programmes are also addressed. The allocation of funds for the sector is detailed.

Welfare services play a supportive role for women as they are vital to easing the burden that has been historically faced by women. In other words, relieving women of the sole responsibility for the care of the elderly, poor and handicapped and also care of young infants, allows them to experience the world of work outside the home and provides the opportunity to contribute more visibly to national policy making.

The subsection on welfare services looks at the assistance provided to the poor, aged and the handicapped. Resources directed towards servicing the needs of the community such as special education, day care and small business loans will also be examined.

The subsection on services in the Exclusive Interest of Women deals principally with the activities of the Ministry of Women's Affairs. These relate primarily to training and income generating activities.

### Executive Summary

It can be concluded from the study undertaken that females enjoy de jure equality with males. There are areas of law however that relate to child maintenance and the sexual and physical abuse of children that need to be strengthened.

Females form roughly 50% of the population. Their life expectancy rate is higher and their death rate is lower so that they outnumber males in the age group 45 years and over. General fertility and crude birth rates have declined substantially indicating a fundamental shift in emphasis and attention from childrearing to other pursuits.

There is a fairly high participation rate of females in the labour force. However, within the occupational groupings, the majority of women are to be found in the professional and technical occupations such as teachers, nurses as well as clerks in addition to other traditional female occupations in the services (as sales persons, domestics etc) and as labourers in the agricultural sector. While they are well represented in the public service, they are rarely to be found in administrative and managerial positions in the private sector.

Differentials continue to exist in income earned by females and males with women receiving lower wages on average than males. The disparity is widest in the lowest income and the highest income brackets with minimal difference in the middle income category. The disparity is principally due to the type of jobs that males and females occupy.

With respect to education, patterns of enrolment show that both boys and girls are evenly represented at primary and secondary levels, however, at the technical/vocational and university levels, females are still concentrated in the traditional subject areas and are grossly underrepresented in non-traditional subject areas such as law, medicine and auto mechanics, welding, carpentry.

There has been a real increase of 3% in the budgetary resources allocated to education. Increasing real amounts have been spent on primary and secondary education with marginal real increase for pre-schools and day care centres. The funds allocated to national tertiary educational institutions declined over the period 1980-1986.

Women are well represented in both short and long term training programmes. However, insufficient attention is paid to training in the agriculture sector which is an important source of income for women. A non-formal youth skills training programme exists. It responds primarily to the needs of the industrial site where the focus is industrial sewing and electronic components assembly. The self-employment module, one of the key features of the programme has not worked well.

The general health of the population can be described as satisfactory in terms of mortality statistics. The death rate is fairly low and there has been a dramatic decline in infant mortality. There has been little success in getting women to use ante and post natal services available at the health centres. Immunization of children has been very successful with over 90% immunized against major childhood diseases.

There is active promotion of family planning in the State. Crude birth rates as well as teenage pregnancies have declined. Teenage fertility rates are still considered to be too high but this is being addressed by family life education programmes which emphasize family planning and responsible parenthood messages.

There has been a slight real increase in budgetary resources allocated to health. In Nevis the increases in allocations for environmental and other preventive health care activities were dramatic, possibly due to a change in priorities with the event of autonomy over the budget that came with the new Nevis Island Assembly.

The number of persons receiving assistance under the non-contributory social welfare programme has declined substantially with the event of the new Social Security arrangement of 1977. The largest category of welfare recipients are those who receive poor relief and females are equally represented. The amount allocated to each person is however extremely small and is unlikely to make any impact on his/her ability to meet their needs.

The small business programme operated by the Department of Community Affairs has not been very dynamic. There is no co-ordination with either the Foundation for National Development or the Ministry of Women's Affairs.

Special education services for the handicapped are provided for in the budget for education and training of these persons in employable skills. Females are well represented. In Nevis, however, the Workshop for the Blind has been closed due to lack of funding.

The portion of the budget allocated for services in the exclusive interest of women is extremely limited. Furthermore, there is an unhealthy dependence on external sources of funding for the development of programmes. A Women's Desk has recently been established in Nevis but no detailed programme or budget has been developed as yet.

The major problem experienced in conducting research for this document is the paucity of data available on women<sup>1</sup>. Data on mortality, morbidity, student enrolment by subject areas, results of exams passed, training opportunities, access to housing, credit etc. are not disaggregated according to gender. Disaggregation is necessary if one is to monitor the progress being made by women in relation to their male counterparts.

---

<sup>1</sup>

See Annex II "Explanation of Methodology".

#### Brief Note on Saint Christopher and Nevis

Saint Christopher and Nevis, also known as Saint Kitts and Nevis, is the most recent of the independent countries of the Commonwealth Caribbean, attaining this status on 19 September 1983. The twin-island state, of volcanic origin, is separated by a channel two miles wide and is part of the Leeward Island chain in the northeast Caribbean.

Both islands have a total land area of 269 square kilometres or 104 square miles and a total population in 1986 of 43,700 with 78% of the population resident on Saint Christopher and 22% on Nevis.

Historically, agriculture and in particular, sugar, has been the mainstay of the economy, employing during this decade one third of the labour force. In Nevis, sugar production declined steadily after Emancipation, ending in the 1950's. The pattern of land use has therefore been different in Nevis with large numbers of private small holdings producing food crops while in Saint Christopher, there are large government-owned holdings still devoted to the cultivation of sugar cane.

Beginning in the late 1970's and during this decade, there has been a slow but consistent decline in the contribution of sugar manufacturing to employment and the Gross Domestic Product. On the other hand tourism is said to be primarily responsible for the 70% increase in total export receipts since 1982.<sup>2</sup>

Lack of employment opportunities has been responsible for high rates of emigration since 1946 which peaked during the 1960-1970 intercensal period. Rigid restrictions to entry in the U.S., U.K. and Canada have resulted in decreased levels of emigration although there was still a net population loss by 1980. There has also been significantly high internal emigration levels from Nevis to Saint Christopher indicating the even greater lack of opportunities available to the people of Nevis.

---

<sup>2</sup> St. Kitts and Nevis:Diversification and Growth, The World Bank, Report No. 7171-CRG, April 12, 1988 p.ii.

As announced in the budget speech on December 16, 1987, the central government based in Basseterre, Saint Christopher, intends to continue strengthening the traditional sectors while building up the key sectors of tourism, industry and non-sugar agriculture. One key development project is the development of the virgin South East Peninsula region. This is expected to generate construction related employment and opportunities in the tourism sector when the project is completed. Infrastructural development is the primary focus of activities for the Nevis Island Administration. The development of up-scale tourism, agriculture and human resources are also envisaged for the next five years.

## I. THE STATUS OF WOMEN IN SAINT CHRISTOPHER AND NEVIS

### A. Legal Rights

The Saint Christopher and Nevis Constitution Order of 1983 extends fundamental rights and freedoms to all regardless of race, place of origin, political opinions, colour, creed or sex.

The legal status of women in the State has improved significantly over the last decade, particularly with the advent of Independence and the New Constitution.

The new Constitution allows for the acquisition of citizenship by any person regardless of sex so that foreign-born husbands are now eligible for immediate citizenship. Previously, unlike the foreign born wife who was granted immediate citizenship, the foreign born husband of a female citizen had to wait for a specified period of residence before applying for citizenship, thereby prejudicing the Kittitian or Nevisian female who married an alien.

The pre-independence constitution also linked citizenship of persons born outside the state to that of the father. Since the majority of births occurs out of wedlock, children born outside Saint Christopher and Nevis to female citizens were discriminated against with respect to citizenship. However, citizenship can now be transmitted through both mother and father, whether or not the child was born out of wedlock.

Indeed, on the issue of legitimate and illegitimate children, the Constitution is unequivocal. It states that no law shall make any provision that is discriminatory, either of itself or in its effect. It further explains that "discriminatory" means "affording different treatment to different persons attributable wholly or mainly to their respective descriptions by race ... birth out of wedlock ... sex ... whereby persons of such description are subjected to disabilities or restrictions to which persons of another description are not subject".<sup>3</sup>

---

<sup>3</sup> The Saint Christopher and Nevis Constitution Order 1983, Statutory Instruments No. 881.

In fact, the Status of Children's Act of 1983 specifically addressed this issue by removing the term "illegitimate" as a legal concept<sup>4</sup> and therefore the legal disabilities of children born outside of wedlock. Children born outside of marriage are now allowed to inherit (if paternity is admitted or can be traced) from both father and mother irrespective of whether other children born within marriage have inherited or not. This obviously helps to reduce the stresses on women regarding the future security of her children. Previously, the obvious assumption was that the parents of an illegitimate child have a closer relationship with legitimate children than with the child.<sup>5</sup>

Both parents are required to care for their children and every male is required by law to provide maintenance support for his children. A putative father can be ordered through the Maintenance of Children Act, to pay a weekly sum for the maintenance of the child. Generally, enforcement is difficult as the woman has to establish that the man has the means to support the child.

Divorce laws still emphasize "fault" such as cruelty and adultery as the basis for divorce although divorce is possible without consent after five years' separation.

Criminal law deals similarly with both male and female offenders. However, there is some degree of protection afforded to women from sexual offences as outlined in the Offences Against Persons Act. Offences such as rape are punishable with a maximum jail sentence of 10 years and incest for seven years. It is acknowledged that such sexual offences are rarely reported as victims are unwilling to subject themselves to the harassment and scepticism of the police and the public. In addition, there is no allowance for abortion to women who conceive as a result of rape or incest. The procurement of an abortion is a felony.

---

<sup>4</sup> Other relevant acts have been amended substituting "children born out of wedlock" for "illigimate children" and "bastard child" in the Magistrates Code of Procedure Act, The Maintenance of Children's Act, Offences against Persons Act and the Registration of Births, Deaths and Marriage Ordinance.

<sup>5</sup> St. Cyr, J. "Women as the Recipients of Services from Resources allocated in the National Budget of Saint Lucia"; LC/CAR/G.148, 14 May 1985, ECLAC/Port-of-Spain.

A key statutory change, which in the past had an extremely discriminatory impact on women, is that it is no longer permissible to suspend or dismiss female civil servants because of pregnancy or birth of a child out of wedlock. This was clearly a sex-biased regulation as there was no sanction of unmarried fathers. Women alone were therefore the upholders of the moral/religious standards of society , or perhaps better said, had the burden of assuring that pregnancy did not occur, and if it did, bore the resulting stigma alone.

One of the more subtle forms of sexual oppression of women is sexual harassment particularly on the job. However, there is no legislation at present that addresses this type of behaviour. There is no specific law that deals with wife-beating, but it is sanctionable under assault and battery. Women-specific offences such as abortion, and concealment of births are also determined and punishable by law.

There are also some legislative enactments which impact on women. Domestic and other lower-paid female workers have been provided with a minimum protection with respect to wages. However, these minimum wage rates discriminate against female agricultural labourers and some government non-established female workers who receive lower rates than males.<sup>6</sup> The premise for lower wages is that women are less productive than men even though this has not been conclusively proven. Additionally, it is generally felt or assumed that women's wages are supplemental income to that of a man, although there were 45.6% female heads of households in the state in 1980 who have the sole responsibility to provide for themselves and their families.

Other legislation, such as the Protection of Employment Act of 1986, guarantees fair working conditions for both men and women. Some highlights of this Act include the following:

- a) An employer has to give notice of termination of service;
- b) Notification to the Labour Commissioner when termination involves more than 10 persons in writing one month before termination;

---

<sup>6</sup> Annual Report of the Department of Labour of Saint Christopher and Nevis, 1985.

- c) Burden of proof in any termination is on the employer;
- d) Severance payment on termination if the worker was employed for more than one year;
- e) There shall be no break in continuity of contract for reason of a trade dispute, accident, sickness, maternity period as certified by a medical practitioner, etc.;
- f) Services cannot be terminated on the basis of union membership, complaints against employer, race, birth out of wedlock, sex, marital status, etc.

The Act is especially important for women who form 88% of the workers in the industrial site as they have been subject to more arbitrary conditions of work and for the most part are not protected by union agreements.

Female employees are entitled to 13 weeks maternity leave and, in the case of illness arising out of pregnancy, an additional period of leave not exceeding three months. The service of an employee entitled to these benefits cannot be terminated during such leave. If the employee's services are terminated, the employer has the burden of proof that termination was for reasons other than pregnancy and can be fined if he is found guilty of violating the law. During leave the employee is entitled to daily maternity allowance equal to 50% of the average weekly wages divided by six payable under the Social Security Act.

The Social Security Act of 1977 makes it mandatory for all employees to be insured against risks such as sickness, retirements, disablement and death. Survivors' benefits are payable to the employee, including common law wives.

There is some degree of legal protection given to common law partners. They have property rights once it has been established that they have been contributing to the maintenance of home either in terms of income or by their labour. If the male common law partner dies . . . . . , the common law wife cannot inherit unless she is named in the will.

While it is acknowledged that women are fairly well protected within the context of the Constitution and national legislation, there are areas of concern identified by the Ministry of Women's Affairs and the National Women's Advisory Council. One of the recommendations is the re-evaluation and enforcement of the existing law concerning an adult having carnal knowledge of a minor and the

strengthening of legislation which protects females and children from all forms of physical and sexual abuse.

Another important recommendation which has yet to be addressed is the upgrading of maintenance to cover half of the living expenses of a child.<sup>7</sup> In addition, the Ministry would like to see the establishment of a Legal Aid Service Centre for Women that would educate women concerning their rights, responsibilities and options.

#### B. Population Structure

In 1980, the population of Saint Christopher and Nevis was estimated to be 43,309 of which females form an estimated 52% rising to 43,700 in 1986 with a decrease to 49.6% in the percentage of the female population. While there was a slight increase in the population over 1980, there was in fact a significant population loss in the 1960-1970 and 1970-1980 intercensal decades.

The major factor in population loss is international migration as the number of births exceed substantially the number of deaths. For the 1960-1970 intercensal period, outward migration was 40%<sup>8</sup> higher than the natural increase<sup>9</sup> while between 1970-1980 the annual average loss was less than one half that of the 1960-1970 interval.

Like most of the other Caribbean nations, the population of Saint Christopher and Nevis is young although the numbers in the age group 0-14 have been falling from 48.7% in 1970 to 37.2% in 1980.

In 1980, males out-numbered females in the age group 0-14, by 39.1% to 35.5% respectively. The sexes are relatively even in the 15-44 age group but females outnumber males in the age group 45 and over by 25.1% to 20.3%.

<sup>7</sup> At the present, maintenance allowance is \$15.00 per week. Currency quoted throughout this document is Eastern Caribbean (EC\$) unless otherwise stated. EC\$2.70 = US\$1.00.

<sup>8</sup> The Population Structure of Saint Christopher and Nevis 1980, ISER, 1987.

<sup>9</sup> Natural increase is the difference between births and deaths.

The age group 15-44 forms 44.8% of the population in 1986 as opposed to 39.8% in 1980, indicating a high dependency ratio in the population. The age group 65 and over formed approximately 9.4% of the population in 1986 in comparison to 9.8% in 1980. However, females over 65 formed 59% in both 1980 and 1986, indicating a significantly larger proportion of females than males among the aged (See Table 2).

Each year from 1980 to 1986, the age group 0-4 numbered less than the 5-9 group which in turn numbered less than the 10-14 group, indicating a decreasing number of births over the years.<sup>10</sup> Indeed, the birth rate has shown a tendency to decline over the period, varying from 26.7, 25.9, 29.2, 23.9, 24.9 and 23.3 respectively.<sup>11</sup> The general fertility rates have also been declining. For the years 1981 to 1985 there were 121.6, 114.3, 111.7, 110.8 and 105.3 respectively. (See Table 111) This is not surprising as there is a known correlation between general improvement in the status of women and access to the "valued" resources.<sup>12</sup>

As is the case in many other Caribbean countries, the majority of births occurred outside wedlock. In 1985, 80.8% of all births occurred outside the context of marriage. Indeed, of all the mating patterns and unions that exist, marriage is the least common. Against this background, the removal of discriminatory provisions against "illegitimate" children is highly commendable as a low marriage rate will continue to be the norm in the foreseeable future.

An examination of the marital status of the population age 15-64 for the years 1970 and 1980 shows that there is a decreasing percentage of both males and females marrying with 34.3% and 23.9% of males marrying respectively and 36.1% and 27.2% of females respectively. Marriage exists typically in the middle and upper classes, and indeed, has been seen as a goal to be achieved by women of all classes. For the many couples in the lower economic classes, it is

<sup>10</sup> Unpublished data, Ministry of Planning, Saint Christopher and Nevis.

<sup>11</sup> Unpublished data, Department of Public Health and Statistics in Brief, Government of Saint Christopher and Nevis.

<sup>12</sup> Constantina Safilios-Rosthschild, "The Status of Women and Fertility in the Third World in the 1970-80 Decade," Center for Policy Studies p.20.

associated with improved socio-economic status. Only a tiny percentage were widowed, divorced or legally separated (2.9% and 2.7% for males and 5.3% in both years for females). More than twice the number of females are widowed than males, indicating the known fact that there is a lower mortality rate among females.

The majority of unions are common law or visiting relationships. The 1980 census figures show that with respect to union status, the proportion of females in a visiting union rises to a maximum of 15% in the 20-24 age group and declines rapidly to 2% in the 40-44 group. Common law unions rise to approximately 13% by ages 25-29 and remains stable at around that level thereafter. Formal marriages occur in significant numbers after age 25, increasing steadily reaching a peak of 40% by the age 40-44 (Table IV).

With more women becoming economically independent and middle class women willing to experiment with single parenting, formal marriages are decreasing for all ages and the percentage of women who have left or never had a husband or a common law partner have increased between 1970 and 1980. Those in visiting or common law unions have also decreased though not as much.<sup>13</sup>

A key statistic in the analysis of population structure is the proportion of females who are heads of households. This particular category of women is the most vulnerable to poverty. They have primary responsibility for child care, sometimes of other adults, home maintenance and earning income on behalf of the other members of the household.<sup>14</sup> Extrapolating from the 1980 census, it appears that 45.6% of the de jure heads of households are females.<sup>15</sup>

---

<sup>13</sup> The Census categorizes a relationship as "visiting" if the woman gave birth the previous year and was neither married nor in common-law union at the time of birth. The category "never had husband or common-law partner" includes those who consider themselves to be in visiting union but who did not give birth the previous year.

<sup>14</sup> Joycelin Massiah, "Women Who Head Households," in Women and the Family, ISER, 1982 p.98.

<sup>15</sup> Division of Statistics, Planning Unit, Ministry of Agriculture, Lands, Housing and Development, Unpublished Data.

Female heads of households are living under serious constraints. In 1980 while 82.8% of male heads were economically active, only 46% of female heads were in this category. Of those who are active, 79.3% of males worked and 42.5% of females. Much larger numbers of female heads were engaged in "home duties"<sup>16</sup> for example, 30.9% of female heads who are economically active compared to 1.4% of male heads. (See Table 5) Considering that female heads are likewise economically responsible for the survival of their children, and less than half are economically active, it is difficult to understand how these families survive.

Life expectancy rates for females in Saint Christopher and Nevis was 66.9 and 62.4 for males in 1980. For 1985, this increased for females to 69.7 and to 66.0 for males consistently showing higher life expectancy for females over males.<sup>17</sup>

#### C. Women in the Labour Force

Saint Christopher and Nevis, like some other Caribbean countries have had fairly high participation rates of women in the labour force. As a norm they are paid equal pay for equal work. The exception is to be found in the lower wages paid to female agricultural labourers and government non-established female workers.

Working women participate in the Social Security or National Insurance Scheme under which maternity and other benefits are payable to the insured woman. Benefits payable under the scheme are the same for female and male employees.

With the growth of the public and private sector in general and manufacturing and tourism in addition to increasing access to education,

---

<sup>16</sup> A head of household is defined as the person recognized as bearing the main responsibility in the affairs of the household and/or is the chief breadwinner. "Home duties" refer to unpaid activity in the home.

<sup>17</sup> Ibid.

there has been an increase in the number of females employed in the formal economy. In 1970, whereas 87.5% of males were economically active<sup>18</sup> only 42.1% of females were active. In 1980, however, the percentage of females economically active increased to 51% while the rate for males declined slightly to 85.2%. Of economically active population only 43.2% of females worked while 76.4% of males worked. There are major gender differences in the participation rates according to age groups. Over 90% of males in the age group 20-55 participated in the economy whereas the highest rate of 75% occurred among the 20-24 age group for females declining with age thereafter so that while there has been an increase in female economic participation, they still leave the labour force to raise families. This is also evident from the census data which show that those engaged in home duties, while decreasing from 43% in 1970 to 33% in 1980, rises with age from 23% among the 20-24 age group to 66% in the 45-64 age group. The rise of economically active women is also accompanied by a decrease in the proportion of females engaged in home duties from 43% in 1970 to 33% in 1980.<sup>19</sup>

Employment rates vary significantly according to sex and age. The unemployment rate in 1980 was 15.3% for females and 10.4% for males. However, the rates are much higher for teenagers and to a lesser extent those in the 20-24 age group. In 1980, 37% of teenagers were without jobs: 33% of them were male and 42% female. In the 20-24 age group, 11.6% were male and 18.6% female (See Table 6).

An examination of the economically active population by industrial group in 1970 and 1980 shows that the majority are engaged in agriculture (although declining for both males and females: 37.6 to 34.9 and 30.8 to 22.5 respectively). This is followed by manufacturing which has displaced construction and installation for males and commerce for females. This percentage of women engaged in manufacturing activities has increased dramatically from 5.8% to 21.7%. Despite this rapid increase, more males are

<sup>18</sup> Economically active are those over 15 years and not attending school, who stated they worked, looked for work or had a job but were not working at the time of the census.

<sup>19</sup> 1980-1981 Population Census, Saint Christopher and Nevis, Volume 3, pages 19-22.

still employed in this sector as is the case in public utilities, increasing from 2.5 in 1970 to 12.4 in 1980, and also in finance, insurance and real estate. The female presence in community and other services and commerce is also substantial (See Table 7).

Employment between males and females according to occupational group for 1970 and 1980 show a similar pattern of dominance with the majority of females in agriculture and services. There has been a dramatic increase in the percentage of female workers in production and related occupations from 5.7% to 21.3%. There are also a significant number of females in professional and technical occupations (12.8%) and an increase from 9.8% to 13.7% in the clerical category.

Of the total number of workers in the professional and technical category, which includes nurses and teachers, females were well-represented (58%). Females also formed 60% of the clerical and sales category and 65% of all service workers<sup>20</sup> but they were under-represented in the administrative and managerial (13.7%) and production and related categories (25.6%) (See Table 8).

The 1970 data on heads of households by major occupational groups show that 39% of female heads of households were engaged in agricultural production.<sup>21</sup> In fact, in 1987 38% of all private holders of land being used for agriculture were owned by females.<sup>22</sup> Even though there has been a decline of female agricultural workers from 30% in 1970 to 21.4% in 1980, women's role in agriculture is more significant than the numbers would suggest. In addition to production, they also dominate distribution and retailing of crops. Food grown in backyard plots for family consumption and labour provided to family owned

<sup>20</sup> The average figure for the region is 53% so that Saint Christopher and Nevis is well above the regional average for this category of workers. Regional figure found in Pat Ellis, "An Overview of Women in Caribbean Society," in Women of the Caribbean Jamaica:Kingston Publishers Ltd, 1986.

<sup>21</sup> Joycelin Massiah, "Women Who Head Households," in Women and the Family, ISER, Vol.2 1982 p.106.

<sup>22</sup> Division of Statistics, Planning Unit, Ministry of Agriculture, Lands, Housing and Development, Unpublished Data.

land, like distribution and retailing are generally not recorded in national statistics.

Another important issue with respect to the participation of women in the labour force is the fact that, within the occupational hierarchy, there is less scope for occupational mobility than in some of the jobs in which men are concentrated. The distribution of males and females with vocational training is such that males are dispersed over a wide variety of occupations while females are concentrated in the traditional "female" occupations, mainly nursing, teaching and secretarial work which accounts for 78% of females in vocational training. The largest share of trained males are in the protective services (police and fire), teaching, engineering and machine fitting accounting for 32% of trained males.

The so-called economically inactive female population should not be ignored as they are also engaged in productive work, including domestic and childrearing responsibilities, tending plots, caring domestic animals. They are also small scale growers, traders, vendors of food and handicraft items. The informal sector, as it is otherwise known, is not a part of the national accounts and therefore, these women are among the "forgotten producers and providers of services."

In summary, the data seem to suggest that women are less economically active than men. Those who are employed are found in traditional occupations such as teaching and nursing and clerical etc. These are not as lucrative as administrative, managerial, finance, insurance, real estate, etc. Females are also heavily represented in domestic and other services and to a lesser extent agriculture which are, at present, low paid, low skilled and marginal.<sup>23</sup> In comparison to women as a whole, the situation is even worse for female heads of households, for example, in 1970 only 7.3% and 0.2% were in what could be considered middle and upper middle class occupations, that is, professional and technical and administrative and managerial categories. The percentages in sales

---

<sup>23</sup> For example, National Agricultural Corporation (NACO) basic wage rates for 1985 show that men's standard rate per hour is EC\$1.84 while the women's standard rate is \$1.31, the same as the men substandard rate - Annual report of the Department of Labour, 1985 - Table 3(a).

and clerical, the more lower middle class occupations were lower (11.3% and 4.1% respectively) for female heads than females as a whole which was 12.8% and 9.8% respectively. The percentage of female heads listed in services and agriculture, however, was significantly higher than in the total female working population (30.4% and 38.9% respectively as opposed to 18.7% and 21.3% respectively).<sup>24</sup>

#### D. Women in the Public Service

There is a preponderance of females on the staff of public schools, forming 64% of the staff in 1982 and increasing to 69% in 1984/85. The proportion of females to males is extremely high at the primary level. The ratio was 1:1 at the secondary level but by 1984/85 the proportion of females increased from 50% to 57%. As the economy expands and more lucrative opportunities are made available, more men are no longer joining the teaching service and have in fact left in greater numbers than have females. At the Technical College, the situation is completely reversed with females forming 21% of the staff in 1985/86.<sup>25</sup>

In the health sector, 100% of the 229 nurses in 1985 were females while the higher status, higher waged personnel, the administrators and doctors are all males with the exception of one female doctor in Nevis.

The Public Service in Saint Christopher in 1987 was comprised of 1,920 persons.<sup>26</sup> Of the 215 persons working in the ministries, 65% were female. For the two highest categories of personnel, for example, Ministers and Permanent Secretaries only two out of 17 persons are female. There is only one female minister out of nine and one female permanent secretary out of 10. However, females have been making significant strides at the level of assistant permanent secretaries and executive officers. The number of females in the categories below are quite impressive, outnumbering males at all levels. Eighteen of 25

<sup>24</sup> Joycelin Massiah, "Women Who Head Households," Appendix.

<sup>25</sup> Educational Statistics, 1981/82, 1984/85, 1985/86, Department of Education, Ministry of Education, Health and Community Affairs, Saint Christopher.

<sup>26</sup> Overall gender breakdown unavailable.

assistant permanent secretaries are female and 25 out of 38 executive officers are also female.

One of the explanations for the lack of political participation at the elective level in Saint Christopher and Nevis is the ruthlessness of political campaigning and the negative impact on families and friends. The implication is that the "rough and tumble of politics is acceptable to men and inappropriate to the female image so that the male dominance of politics remains unchallenged revealing a gap between legal change in the social structure and continuing persistence of traditional attitudes about female political roles.

The conclusion is that males still dominate the very top echelon of the public service while females are well represented at all other levels.

#### E. Women Workers at the Industrial Site

Like many other developing countries, Saint Christopher and Nevis has been anxious to attract foreign investment for employment creation and foreign exchange earnings. Some labour intensive enclave manufacturing activities, principally garment, shoe production, electronic component assembly and some data processing activities principally for the export market have located in the state. A number of smaller units (up to 25 employees) have also been established by local entrepreneurs in metal processing, handicrafts, furniture, pottery and boat building and repair facilities.

The establishment of these enclave industries began in the early 1970s, rapidly escalating at the turn of the decade of the 1980s. Most of these new industries are located in a fully equipped industrial park with all the necessary infrastructural and factory building facilities provided by the government. Other investment incentives include exemption from all import and export taxes, 100% foreign ownership, free movement of capital and remittance of profits, tax holidays, etc. Trade concessions from major markets of the United States under the CBI and the 807A Programme and Canada under CARIBCAN and Europe under the

Lomé Convention have added to the urgency to attract export-oriented industries.<sup>27</sup>

In 1980, there were 1,437 persons employed in three key export industries, that is, garment, electronic component assembly and shoe production, 80% of whom were females. The number peaked in 1981 to 1,687 when the proportion of females was 82%. The number decreased dramatically to 1,158, increasing to 1,643 in 1986 with the proportion of females employed increasing to 88% (See Table 9).

The reason claimed for this predominance of females in this type of manufacturing is the fact that they have smaller hands and better hand/eye co-ordination which are important for electronics assembly work. However, as some researchers have pointed out, the higher productivity of females is due to the fact that, unlike men, they more readily accept the rigid discipline necessary for tedious assembly line work. In addition, women more readily accept lower wages.

The average weekly earnings of females in these three industries are much lower than for males. Females in the garment industry received 58% of the wages of males in 1985. This improved to 70% in 1986 but declined again even further to 55% in 1987 (the wage differential was not as wide in the electronic industry). In 1985, the average weekly wages of females was 80% of males declining to 66% in 1986 and increasing to 71% in 1987. The difference is even more dramatic in the category "miscellaneous industries" where female average weekly earnings were 44% of males in 1986.

Average weekly wages in the garment industry increased for females by 4% between 1985 and 1986 and decreased by 5% in the electronic industry between

---

<sup>27</sup> The Caribbean Basin Initiative (CBI) allows duty free entry of exports by beneficiary countries into the U.S. market with the exception of certain products such as sugar, textiles, leather products, petroleum and petroleum products and watches. The 807 Programme allows guaranteed access to the U.S. market of clothing made in beneficiary countries from U.S. manufactured cloth. The Lome Convention and CARIBCAN similarly allows duty free entry of certain goods one rules of origin are satisfied.

1985 and 1986. During 1985 to 1986 females also experienced a 20% decline in average earnings in miscellaneous industries.<sup>28</sup> (See Table 10).

While the establishment of enclave industries has resulted in the creation of jobs that did not exist previously, there have been numerous criticisms of the impact of this type of development. The principal criticism of this type of manufacturing is the low level of wages; having worked for an average of \$84-90 per week, 5% of the wages is allocated to social security and 1% for social services levy. In addition, transportation<sup>29</sup> and food have to be deducted to get a true reflection of real wages.

Concerns have also been expressed about the lax health and safety conditions, particularly in the electronic industry. In some cases physical facilities such as seating and bathrooms are said to be unacceptable in the context of international standards as determined by the International Labour Organization (ILO).

Perhaps more vital for many women, especially single mothers and female heads of households with young children, is the pressure to work overtime so that many women having left their homes at 5am to secure transportation in the rural areas, often do not return home until 7pm at night.<sup>30</sup> This creates serious problems as rural areas are not adequately covered by day care centres. Furthermore, when they do exist, it is competing with other important necessities of life that have to be bought with very limited dollars. In the past, the extended family structure allowed for children to be left in the care of a relative but this support is weakening as more women seek formal, full-time employment. The result is that young children are often left unsupervised.

Day-care and other needs particular to women will have to be addressed if management at the industrial site is to stem the fairly high absenteeism and

<sup>28</sup> The lower average earnings of females are due to the fact that they are concentrated in unskilled tasks while males are found at the supervisory and middle management levels.

<sup>29</sup> Transportation is often a significant amount as many of the women live in rural areas. In some cases food and transportation is subsidized.

<sup>30</sup> The Employment Act of 1986 does not cover hours of work.

turn-over rate. Trade union activity is one method of accomplishing these goals. At the present, however, there is a very low level of unionization at the site.

The impact which export-processing zones have, has also been debated on purely economic terms. It has been suggested that this type of investment is highly unstable and unreliable<sup>31</sup> and should only be an appendage at best to a more reliable form of industry and manufactured exports that have roots in the local economy. It is further claimed that the local value added and the net foreign exchange value is minimal and the upgrading of labour skills which can be transferred to other sectors of the economy is similarly marginal. Vertical mobility within the assembly plants is minimal since no less than 87% of the jobs are operatives.<sup>32</sup> Jamaican social scientist, Dr. Carl Stone has demonstrated that these industries have no real impact on the rest of the economy apart from hiring labour using infrastructural services and training for some skills.<sup>33</sup>

---

<sup>31</sup> There have been several plant closures since the industrial site came into existence, some switching operations from one country to a next to maximize its economic benefits.

<sup>32</sup> Linda Y.C. Lim, "Women's Work in Multinational Factories," in Women and Technological Change in Developing Countries, eds, Roslyn Dauber and Melinda L. Cain, Colorado:Westview Press, p. 187

<sup>33</sup> "In a Free Zone", Max Cuffie, Trinidad and Tobago Sunday Express Newspaper, 10 April 1988, page 15.

F. Income Distribution

Historically, there has always been a disparity between the incomes of males and females in the labour force. There are several factors accountable for this phenomenon. The majority of females are concentrated in low skilled and therefore low waged employment. Secondly, and particularly in the unskilled sector, there is a tendency to pay women lower wages for similar jobs with similar responsibilities, for example the non-established and agricultural workers. The differentials in earnings ratio between males and females are the following:

Income Distribution - Adults not Attending School by Sex

Per Annum	Males		Females	
	Nos.	%*	Nos.	%*
\$3,000 and below	2,055	28.2	2,534	40.7
\$3,001-6,000	1,580	21.7	1,518	24.4
\$6,001-9,000	1,537	21.1	944	15.2
\$9,001-12,000	827	11.4	431	6.9
\$12,001-15,000	473	6.5	312	5.0
\$15,001-18,000	229	3.1	187	3.0
\$18,001-21,000	154	2.1	119	1.9
\$21,000-24,000	84	1.2	57	0.9
\$24,001-27,000	66	0.9	39	0.6
\$27,001-30,000	67	0.9	31	0.5
\$30,001-33,000	42	0.6	14	0.2
\$33,001-36,000	33	0.5	9	0.1
\$36,001-39,000	28	0.4	18	0.3
\$39,001-42,000	18	0.3	6	0.1
\$42,001-45,000	16	0.2	3	0.05
\$45,001-48,000	12	0.2	2	0.03
\$48,001-51,000	65	0.1	9	0.1
	7,286	100%	6,236	100%

\* Percentages may not total 100% due to rounding of figures.

As the table shows, women as a group, earn less than men. Forty per cent of the female labour force earn \$3,000 and under, while only 28% of males fall in that category. When the category is widened to include those earning up to \$12,000, the disparity in the earnings between males and females is not as great. Eighty seven percent of females and 82% of males are in this category. The gap is even less in the middle income bracket of \$12,01 to \$30,000 with 14.7% of the male labour force and 12.8% of the female workers in this category. At the highest income bracket (\$30,000-51,000) more than twice the number of males fall in this category; i.e., 214 males to 92 females or 3.2% males to 1.4% females.

The disparity is not unexpected since even though the range and levels of occupations in Saint Christopher and Nevis is not high, the choice for females is even more limited as females tend to choose and/or are more adequately prepared for traditional occupations where the level of skills and other conditions of work do not allow for high salaries. There is also the tendency to direct women to low paying jobs, such as those available at the industrial site because of the general belief that women's income is supplementary to that of a male breadwinner, which in many instances, as the high number of female headed households indicate, is not the case.

## II. WOMEN AS RECIPIENTS OF SERVICES PROVIDED IN THE BUDGET

### A. Education Services

The Government of Saint Christopher and Nevis, through its Ministry of Education, Health and Community Affairs, has declared its commitment to the provision of education to all its citizens including those with physical, emotional or intellectual handicaps. Additionally, the State has also committed itself to the eradication of illiteracy.<sup>34</sup> Its commitment to education for all, including the socially disadvantaged, is reflected in its description of education as a basic human right. This has been concretized in the Education Act of 1975 which abolished competitive entrance examinations. Access to technical and university education, however, is determined on a competitive basis.

A comparative examination of educational attainment of the adult population<sup>35</sup> shows that in 1970, 83% of that population had attained a primary level of education while 12.7% received secondary education. There was a dramatic increase in the level of educational attainment in the intercensal years with the percentage of the population receiving only primary education dropping from 83% to 22% while simultaneously rising from 12.7% to 73.6% at the secondary level. There is some scepticism expressed about the possibility of such a high real increase in education. However, it is possible that the abolition of the competitive exam could have made a significant impact although a change in the instructions given to the numerators as suggested by the census may have also contributed. There was also a significant rise in the population receiving university education from 0.8% in 1970 to 1.5% in 1980. It should be noted, however, that while females exceed males in secondary school at every age group, their representation at the university level is significantly less. The under-representation of females at university level can be related to the fact that students have to leave the island to pursue their studies. Furthermore, because of the expense, assuming no scholarships are available, they leave in their late twenties, a time when many women would have started families. A similar picture

<sup>34</sup> The adult literacy rate is 80%. St. Kitts and Nevis:Diversification and Growth, The World Bank, April 12, 1988, page 1 of 2.

<sup>35</sup> Adult population is defined as all persons age 15 and over not attending primary and secondary school.

exists with respect to the highest examination passed where at every level, except degree level, females attained an equal or higher level than males. For the population 15 years and over in 1980, 8.8% of the males and 9.6% of females had obtained the school leaving certificate while 1.8% of males and 2.0% of females received full GCE O'Level certificate or a school certificate and/or one GCE A'Level.

Staffing in public schools is considered to be good. At the primary level, there was one teacher to every 23 students in 1980/81 while in 1985/86, it was one teacher for every 22 students. At the secondary level, the ratio was even better with one teacher for every 16 students in 1980/81 and one for every 15 in 1985/86.

Teacher training has also improved.<sup>36</sup> While in September 1981 74% of teachers were trained at the primary level in Saint Christopher, in 1985/86, it rose to 95%. At the primary level in Nevis, the proportion of trained to untrained teachers was even better with 90% of the teachers trained in September 1981 and 100% by 1985/86. At the secondary level in both islands, 65% of the teachers were trained in September 1981 and by 1985/86, this rose to 84%.<sup>37</sup>

A comparison of the years 1975/76 and 1985/86 shows no change in the percentage distribution of males and females in primary schools with 51.3% males and 48.7% females respectively. At the secondary level, the percentage distribution is more balanced with 49.5% male and 50.5% female.

There is however a significant difference in male and female enrollment in the Technical College. For the years 1984/85, 68% of the students enrolled were males and 31.2% female. The disparity was even wider at the level of the staff with 79% male and 21% female. There was a fairly significant improvement in the ratio of male to female students in 1985/86. However, this improvement can be

<sup>36</sup> Teachers subject to training do not include graduate teachers, specialist teachers or substitute teachers.

<sup>37</sup> Statistics in Brief and Education Statistics, Department of Education, 1985/86.

attributed to the drop in male enrolment as the number of female students remained the same.

Enrolment by subject area in the Technical College and the University of the West Indies (UWI) shows a clear demarcation in what is considered to be men's work and women's work. In 1985, one hundred per cent of the males were enrolled in plumbing, electrical installation, welding, carpentry, motor mechanics etc., while one hundred per cent of the females were enrolled in traditional female oriented subjects such as hotel and commercial trades. One female did receive a diploma in motor vehicle mechanics in 1984, a first in the history of the College.

Of the 32 students enrolled at UWI only 8% or 25% are female. There are no females in engineering, medicine or agriculture and only one in natural science. Two of the three persons at the law faculty are female which is atypical (See Table 12).

#### 1. Adult Education

The adult education programme within the Department of Education is divided into Literacy Improvement, Basic Education, Evening Institute and Skill Development. Despite the fact that illiteracy is not known to be a problem, attempts have been made to identify persons who would benefit from the programme and recruit and train "facilitators."

Four learning centres became operational in 1983. For the school year ending August, 1986, only 58 persons were registered with the largest number (32) at the government run Saddlers Learning Centre located in Saddlers Village. However, this reflects a 100% increase over the previous year. There is a large number of facilitators (24) in relation to the total number of "students."

To make the programme interesting and relevant to the needs of the participants, the literacy development programme aims also to develop skills in the process. To this end, participants at the Saddlers Learning Centre are taught numeracy and literacy through the medium of home economics and food preparation, welding and carpentry. At the Basseterre Learning Centre, crocheting, knitting and carpentry are taught. Concern has been expressed over the difficulty experienced by persons attending the Lodge and St. Peters Learning Centres due to the fact that they are mostly engaged in sugar cane harvesting.

Thirty two persons are enrolled in the Basic Education Programme which also takes place at the same learning centres. Sufficient interest has been expressed so that it is anticipated that alternative arrangements will have to be made.

Past students from secondary schools who are not satisfied with their O Level or CXC passes, those who want to improve their chances of finding employment or more rewarding jobs and more recently graduates of the Basic Education programme, attend Evening Institute classes at a nominal cost. The courses include O and A' Level Accounts, Biology, Chemistry, Economics, Commerce, English, Mathematics, Typing and Sewing.<sup>38</sup>

In the case of Nevis, 16 males and 31 females are currently enrolled in the Evening Institute classes for the year 1987-88. Fourteen of the twenty three persons registered to write A Level Economics and Accounts are females. For the community courses, the male/female ratio is again skewed in favour of women with 24 males and 98 females registered in courses which include typewriting, communication skills, home management, needle craft/dress design, health education and current affairs. A contributing factor to the predominance of women is the traditional female orientation of these courses. A redefinition of roles has not yet been reflected in the type of classes taken although there were two males out of a total of 11 persons registered for typewriting classes. For tertiary level courses, the situation, as expected is the reverse where 13 out of the 21 persons registered for UWI extramural classes are males. (See Table 13). In Saint Christopher, on the other hand, the situation is reversed with a predominance of women over men. For the 1987/88 term, there are 100 participants, 78 of whom are females.<sup>39</sup>

---

<sup>38</sup> Gender based data for adult education classes are not available.

<sup>39</sup> Education Department of St. Christopher, Ministry of Education, Health and Community Affairs-Unpublished Data and Education Department, Nevis, Unpublished Data, 1987.

## 2. Awards and Scholarships

There are no barriers based on gender to apply for scholarships and awards, the majority of scholarships being based on academic performance.

A student revolving loan fund programme is managed by the Saint Christopher and Nevis Development Bank.<sup>40</sup> Males and females equally qualify for loans once eligibility requirements are met, including approved courses of study. The bias is towards subjects such as Accounting, Business Administration and Education.

Between 1981 when the Bank was established and 1986, of the 143 persons receiving student loans, 60% were women.<sup>41</sup> In Nevis, the male/female ratio was more in favour of the male with only 43% of the recipients being female.<sup>42</sup>

Long-term full scholarships are administered by the Division of Personnel Establishments which are made available to the government under technical assistance programmes by international development agencies including the Canadian International Development Agency (CIDA), USAID, the British Development Division, the Commonwealth Fund for Technical Co-operation etc. Forty eight per cent of those receiving these scholarships in 1986 were women. In terms of the subject areas for which these scholarships were awarded, females dominated education, social sciences and the arts while men dominated the natural sciences.

Short term national training in the agricultural, industrial development and tourism sectors has been very positive for women in Saint Christopher and Nevis. Of the 524 persons trained between 1 April 1982 and 31 July 1986, 68% were females. In the industrial sector, 74% of the trainees were females while in the tourism sector, it was 55%. There was only one trainee in the agricultural sector who was female (See Table 14).

<sup>40</sup> Student loans are possible through lines of credit from the Caribbean Development Bank (CDB) and guaranteed by the State of St. Christopher and Nevis.

<sup>41</sup> Sectoral Analysis of Loan Approvals...31st December, 1986. Saint Christopher and Nevis Development Bank.

<sup>42</sup> Nevis Branch of the Saint Christopher and Nevis Development Bank, Unpublished Data.

3. Government Expenditure on Education

Recurrent Expenditure	<u>1980</u>	<u>1985</u>		
	St. Christopher	Nevis	St. Christopher	Nevis
Personal Emoluments	4,406,121	1,417,401	7,314,841	2,397,340
Other Charges	447,646	67,398	664,509	73,865
Subtotals	4,853,767	1,484,799	7,979,350	2,471,205
Total		\$6,338,566		10,450,555

Government recurrent expenditure on education has increased from 13.2% in 1980 to 16.3% in 1986 (See Table 16). The increase in expenditure on education was principally confined to personal emoluments. The "Other Charges" category which reflects the development and diversification of the curriculum and extracurricular activities did not increase as dramatically.

Distribution of Recurrent Expenditure by Level of Education

	1980	%	1985	%
Primary & Secondary	5,297,693	83.6	9,415,266	90.1
Technical College	514,678	8.1	620,156	6.3
Teachers College	194,489	3.0	197,370	1.9
Pre-Schools	60,001	1.0	117,926	1.2
Other	-	5.2	-	0.5

In both years, primary and secondary education received the lion's share of the budget, 83.6% in 1980 and 90.1% in 1985. The situation was reverse for the technical college and the teachers training college with their allocations decreasing from 8.1% in 1980 to 6.3% in 1985; and from 3.0% in 1980 to 1.9% in 1985 respectively. There was a slight real increase in the resources allocated to Pre-School and Day Care, rising from 1.0% of the education budget in 1980 to 1.2% in 1985. There was also a slight increase in the allocation for adult education rising from \$11.574 in 1980 to \$14.057 in 1985.

The largest proportion of capital expenditure has been spent on the construction of additional classrooms and repairs and renovations to the existing buildings. Funds were allocated to the construction of Whitehall School in 1980 in addition to the new Sixth Form College for Nevis. Previously, Nevisians qualifying for Sixth Form College had to take up residence in Saint Christopher at considerable personal expense and without government assistance to the

majority of the students. In 1985, all funds were devoted to the construction of additional classrooms at Sandy Point High School, Cayon High School and Molyneaux Primary.

There has been very little construction of new schools in the recent past. This has been unnecessary as the student population in the public schools has in fact declined by 5% between 1980-81 and 1985-86. In Nevis, the decline was even more dramatic, falling by 16% between 1981 and 1985-86 at the primary level and 10% at the Gingerland High School. Emigration is primarily responsible for the decline in the student population.

#### 4. Non-Formal Skills Training

Saint Christopher and Nevis is part of the regional training programme for development of basic employable skills funded by the U.S Agency for International Development (USAID) and administered by the Organization of American States (OAS) with in-kind contributions by the host country. It is anticipated that the programme will be totally administered by the national government from September 1988.

The project seeks to provide non-formal skills training to youth ranging from 15-25 years who are unemployed or underemployed and places them in a job upon completion of their training. The trainees receive a nominal wage from the project which is supplemented by a small fee from their future employers. In order to ensure placement, the project trains in response to job requests which has meant, in the present conjuncture, that it is geared primarily towards the needs of the industrial site where the focus is industrial sewing and electronic components assembly. As females dominate these jobs, it is not surprising that 85% of the trainees in Saint Christopher and 75% in Nevis are females.

The programme also has a 12 week self-employment module. The purpose is to earn income in the home through appropriate technology. The module has not been as successful as was envisaged, since as many of the trainees have in fact taken jobs and often in areas unrelated to their training. It has been suggested that the period of training is too short and insufficient attention is paid to the development of entrepreneurial spirit. Furthermore, at a very practical level, there are no facilities for cottage type industries and the problem of marketing these products was not addressed.

The self-employment module is perhaps the more important aspect of the programme given the instability of employment at the industrial site. International comparisons seem to suggest that Saint Christopher and Nevis is losing its competitiveness as an offshore manufacturing location for new investments in garments and other low-technology, labour-intensive products due to rising wage rates in an industry that is highly price sensitive. It is therefore possible that other foreign investors at the site will leave as has recently occurred. The success of this module is particularly important in Nevis as the number of employers and potential employers is extremely small.

According to the Administrator of the programme, it has been difficult to find persons to train especially for some modules such as basketry. She sees the need for a community programme of motivation as people, despite being unemployed, are not experiencing abject poverty and can survive fairly well on remittances from abroad.

#### B. Health Services

##### 1. Preventative and Curative Services

The Ministry of Education, Health and Community Affairs is responsible for the development of policy and the management of the health care system in Saint Christopher and Nevis.

The National Development Plan for 1986-1990 lays down the current philosophy, policy objectives and goals of the government with respect to health care. The document states that "good health is a fundamental right of every citizen..." and furthermore, "improvement of health is fundamental to the country's socio-economic development programme ..."

The World Health Organization (W.H.O) in 1978 developed a Plan of Action for "Health For All By the Year 2000."<sup>43</sup> Regional governments, including that of Saint Christopher and Nevis have agreed that primary health care should be the mechanism through which this will be achieved, especially in the area of health services for women and young children.

---

<sup>43</sup> The Health Sector in the Nineteen Eighties: Regional Strategies for attaining the Goal of Health for All by the Year 2000, March, 1981. Pan American Health Organization, Mimeo.

The need to improve the health of women was also recognized by the regional office for WHO (PAHO) which has adopted a Five Year Regional Plan of Action on Women in Health and Development. The primary goal was to integrate women in the Latin America and Caribbean region into new and continuing health and development activities. The two plans, although developed separately, contained similar ideas.

The intention of the Regional Plan of Action was not to develop plans only for women but to take women into account in the development of these plans and to promote their participation. This was deemed to be necessary because, beyond their own special health problems and the challenges of pregnancy and childbirth, women have primary responsibility for the care of their families and therefore their communities.<sup>44</sup>

In this context, the objectives of the government are the following:

- (a) improvement of maternal and child health care, including family planning (with particular emphasis on the reduction of teenage pregnancies) and proper antenatal care and counselling;
- (b) upgrading the immunization programme to achieve a total coverage of the "at risk" population;
- (c) reducing substantially malnutrition, diarrhoea and respiratory diseases in children;
- (d) reducing sexually transmitted diseases to the lowest possible levels;
- (e) extending and further integrating health education into the curriculum of schools in order to generate a greater understanding of matters relating to health;
- (f) Improving the status of mental health of the citizens of the country; and
- (g) Improving the status of dental health...by upgrading the dental health programme.

Environmental health and safety programmes, including treated water, improved sanitation, insect and pest control are integrated into the total health care service.

---

<sup>44</sup> Women in Health and Development, Pan American Health Organization, Scientific Publication No. 448, 1983.

The health care services in the State are provided primarily by the public sector and, as of 1985, the system was serviced by 307 persons. There are two general hospitals, the Joseph N. France General Hospital in Basseterre, Saint Christopher with a bed capacity of 164 and an occupancy rate of 67.3% in 1983 and the Alexandra Hospital in Charlestown, Nevis with 54 beds. These two main hospitals are supplemented by two cottage hospitals, Pogson at Sandy Point with 28 beds and an occupancy rate of 45% in 1983 and the recently built Mary Charles Hospital at Molyneaux with 12 beds.

The two islands are serviced by 17 health centres (11 in Saint Christopher and 6 in Nevis). These are the foci of primary health care activities such as maternal and child health care, mental, dental, diabetes and hypertension clinics. Care of the aged without families has also historically been the responsibility of the public sector so that there is an infirmary, the Cardin Home with 100 beds in Saint Christopher with an occupancy rate of 87.6% in 1983 and an infirmary attached to the Alexandra Hospital in Nevis which has 31 beds. There is also a Leprosarium, the Hansen Home in Saint Christopher with six beds with an occupancy rate of 98.4% in 1983. A psychiatric unit has also been recently added at the Joseph N. France Hospital in Saint Christopher.

General mortality has been fairly stable with the crude death rate fluctuating between 10-11.3% per thousand during 1981-85. Cerebro-vascular and heart diseases, in that order, are the main causes of death and accounted for almost one third of all deaths in 1980. Malignant neoplasms ranks third while intestinal infectious diseases ranked fourth. Similarly, in 1985, Cerebro-vascular and heart diseases were the principal causes of death, with the category for unexplainable deaths ranking thi: . (See Table 17). Women experience fairly low maternal mortality rates in Saint Christopher and Nevis fluctuating between 0.8% in 1972 to 2.3% in 1982.<sup>45</sup> Life expectancy rates at birth are increasing so that in 1980, life expectancy for females was 66.9% and 62.4% for females in 1980, increasing in 1985 to 69.7% and 66 years respectively. The life expectancy

---

<sup>45</sup> Summary of Main Statistics for the Past Ten Years, (1976-1985) Department of Public Health, Saint Christopher and Nevis. Unpublished Data.

of females now just about satisfies the regional goal of life expectancy of no less than 70 years by the year 2000.<sup>46</sup>

The decline in the infant mortality rate and in the reduction in the mortality of children under five years have been contributing factors to the general decline in mortality. The infant mortality rate in particular has declined dramatically, falling from 69.6 per thousand in 1972 to 45.7 in 1981 to 29.8 in 1985 achieving the WHO Plan of Action goal of less than 30 deaths per thousand well before the year 2000.<sup>47</sup> The recent use of oral rehydration, the decline in teenage pregnancies, improvement in environmental conditions and in nutrition as well as successful immunization programmes have been credited by public health officials for this decline.

Antenatal services have not been as successful as anticipated. The goal was to increase attendance at clinics between the twelfth and sixteenth week of gestation from 24% in 1983 to 50% in 1985. This did not occur. In fact, of the 738 antenatals registered in 1985, only 17% attended between the 12th and 16th week while 23% attended between the 17th and 20th week. Food supplements of flour, margarine and milk are distributed through the World Food Programme under the supervision of the Food and Nutrition Unit. Iron and folic acid tablets are also distributed but there was a scarcity in Saint Christopher in 1985 contributing to low and moderate haemoglobin estimates. A total of 81 antenatals had less than 9 grams, 279 between 9.0 and 10.9 and 276 11 grams and over.<sup>48</sup>

The post natal period is a crucial stage for mother and child as contacts with public health personnel can provide the opportunity to educate her about health needs-including hers and those of the baby-child spacing and family planning. Post natal clinic attendance continues to be very low. An increase to 30% was anticipated, however, attendance declined to 16% in 1984 and returned

<sup>46</sup> The Health Sector in the Nineteen Eighties...p.12.

<sup>47</sup> Ibid.

<sup>48</sup> Mild to moderate anaemia is considered to be between 8 and 10 grams. Below 8 grams is considered to be severe anaemia. The goal for the Caribbean subregion of PAHO is under 15% for mild to moderate anaemia and under 1% of antenatals for severe anaemia. Maternal and Child Health Strategy for the Caribbean Community.

to 21% in 1985. Attendance by babies dropped also from 21% to 16% from 1983 to 1984 and returned to 20% in 1985.<sup>49</sup> Supervision of infants at child health and toddlers clinics is quite good with 92% coverage of children under one year.

A goal in the Plan of Action for Health for All by the Year 2000 is the provision of immunization services to 100% of all children of one year against diphtheria, whooping cough, tetanus, tuberculosis, measles and poliomyelitis.<sup>50</sup> Immunization coverage for children under one year in Saint Christopher and Nevis in 1985 was 92% for diphtheria, whooping cough and tetanus (in 1984 it was 97%, 97%, and 84% respectively), polio 89% and measles 90%. Indeed, Saint Christopher and Nevis seem well on the way to achieving this objective before the year 2000. According to the Caribbean Epidemiology Centre (CAREC), this country leads the Caribbean in the percentage of its population immunized against childhood diseases. Based on its performance, it is expected to achieve total immunization by 1990.<sup>51</sup> As a consequence, common childhood infectious diseases are no longer a significant cause of death.

Gastroenteritis remains a problem although it is no longer as prevalent as before. The inaccessibility to treated drinking water by the majority of the population is said to be one of the contributing factors. Other environmental factors also play a role; for example, there is no developed sewage system. Septic tanks are still being used and furthermore, domestic liquid waste flows in open drains to the sea.

The National Development Plan 1986-1990 identifies the nutritional status of children under five years as still problematic according to the Gomez classification. There has been an increasing number of these children with first degree malnutrition and more than 25% of children in this age group suffer from mild malnutrition. It is felt that the health of school age children is generally better than previously as they now benefit from the school-feeding programme.

<sup>49</sup> The objectives of the decade dedicated to maternal and child health care began in 1975 included targets of 60% coverage of pre and post natal care and a 90% coverage of children under two at toddlers clinics.

<sup>50</sup> The Health Sector in the Nineteen Eighties... p.13.

<sup>51</sup> "Full Immunity For Kittitians by 1990," EC NEWS

The school health programme consists of two main elements, that is, "healthful school living" and "school health services." The first involves providing safe, clean environment and adequate physical activities. The second element consists of a series of free physical, dental and ophthalmic examinations; prevention and control of communicable diseases through inspection, immunization, sanitation and epidemic control and assistance in the detection and education of handicapped children.

Routine medical examinations are done and it has been discovered that the majority of school children require significant treatment which is presently being undertaken. Referrals have also been made to the district medical officers (DMOs) and tuberculosis, tetanus and polio vaccines administered regularly.<sup>52</sup>

In 1985, there were 38 school visits in Saint Christopher and 10 in Nevis where 1,948 and 417 students were examined respectively. Forty-seven children in Saint Christopher were referred to their DMOs while 29 were referred in Nevis. In Saint Christopher, vision and hearing defects were detected in 18 and two children respectively, while one was found to be handicapped. Fifty-one were found to have haemoglobin estimates of under 10 grams while 1,515 had 10 grams and over. In Nevis, on the other hand, four and 10 children had vision and hearing defects respectively and two were found to be handicapped. There were low haemoglobin levels in eight and moderate levels in 161 persons.

Attention is now being paid to mental health. In 1985, 14 new patients were registered so that there is now a total of 108 patients attending clinics comprising 56 males and 62 females.

## 2. Family Planning Services

The two main agencies that deliver family planning services are the Saint Christopher and Nevis Family Planning Association (FPA) and the National Family Planning Programme (NFPP) attached to the Ministry of Health. The FPA is an autonomous non-governmental organization created in 1961 and is involved mainly in disseminating family planning information and contraceptives at 28 community based points. In fact, the organization plays a more active role by physically deploying outreach workers in the field to encourage the acceptance of the goals

---

<sup>52</sup>

The National Development Plan 1986-1990, pp. 173-176.

of family planning. Youth educators are also used to get family planning and family life education messages to the in-school and out-of-school adolescents with the intention of encouraging sexually active teenagers to use contraceptives.

The NFPP's effort is focused more on meeting the demand for family planning services. Contraceptive devices are made available at the two general hospitals and the 17 health centres throughout the State and are directed principally to teenagers, low income women and men.

The government has also been receiving external assistance with its family planning programme. In 1984, the government signed an agreement with the International Planned Parent Federation (IPPF) to implement a USAID funded Caribbean Population and Development Project. This involved the renovation of clinics, the training of nurses and doctors in family planning services, the establishment of adolescent clinics and daily family planning services in all health centres.<sup>53</sup>

A contraceptive prevalence survey conducted in the State in 1984 showed that there is a widespread knowledge of contraceptive methods and forty per cent of all women in unions between the ages of 15-44 were using contraceptives. However, it was found that 15-19 year olds were less likely to use contraceptives than women in the age group 20-34 years (30%-40% respectively) making the focus on the reduction of teenage pregnancy a pressing concern,<sup>12</sup> given the implications for the educational and employment opportunities for these young women.<sup>54</sup> There has been a reduction in the fertility rate of teenagers between 1970-80 in comparison to 1950-1970. In fact, the percentage of teenage pregnancies as a percentage of total births declined from 36% in 1976 to 30% in 1980 to 21% in 1985 with a slight increase to 23% in 1986. However, it is felt by the IPPF that the rate of 143 per thousand is still too high.

---

<sup>53</sup> Jagdeo, P.T., Caribbean Contraceptive Prevalence Survey: Saint Christopher and Nevis, IPPF/WHR, 1985 pp.6-8.

<sup>54</sup> Jagdeo P.J., Caribbean Contraceptive Prevalence Survey: Saint Christopher and Nevis, IPPF/WHR, 1985 pp. 93-96.

These concerns have already been recognized. Between 1979-1982 the Unitarian Universalist Service Committee, a U.S. based organization, funded a project for pregnant and recently delivered mothers. The objectives were to provide family life education, family planning service, counselling and referrals and skills training such as sewing, shell work, making greeting cards etc.

The success of that project has led to the ongoing Teenage Family Life Education Programme (TEFLEP). This programme is geared towards encouraging teenage mothers to complete their education and it has been incorporated into that part of the National Family Planning Programme which is designed to encourage the reduction in teenage pregnancies. The programme has expanded from its base in the capital Basseterre and its environs to the rural areas of Cayon and Sandy Point with the help of the IPPF and PAHO. The family planning and family life messages are also reinforced at the Youth Clinics where teenagers in and out of school listen to lectures and have discussions on issues related to family life. A male motivator has also been trained in Saint Christopher to motivate men in the community to participate in family planning and family life. The fact that the majority of Caribbean men to participate actively in child care activities is perhaps one of the greatest constraints to the development of women to their fullest potential.

The contraceptive prevalence study also found that a woman's sense of self-worth is one of the basic indicators of contraceptive use irrespective of educational achievement or economic class. Those with a strong sense of self-worth were more likely to use contraceptives than those with low self-worth. Additionally, it was noted that there are high drop out rates because of product dissatisfaction particularly among the 30-34 age group. Almost two-thirds of drop-outs planned to use contraceptives in the future while 37% of the committed non-users will not use in the future because of fears about side effects and aversion to putting things in their bodies. Overall, it was found that there are healthy trends towards fertility control. However, there is a need to provide motivational and reinforcing stimuli for contraceptive use.

### 3. Government Expenditure on Health

Overall, there has only been a relatively small real increase in the percentage of the budget allocated to health services. In 1980, 10.6% of the

recurrent expenditure was devoted to health increasing to 11.1% in Saint Christopher and 12.2% in Nevis in 1985 and 11.6% in Saint Christopher in 1986 (See Table 18).

There has been a fairly substantial increase in personal emoluments for those working in the health sector. In Saint Christopher, this rose from \$2.6 million in 1980 to \$3.9 million in 1985 to \$4.6 million in 1986; in other words, an increase of 49% in 1985 over 1980 and a further 17% increase in 1986.

The proportion of the health budget spent on general sanitation dropped slightly from 10% in 1980 to 9% in 1985 and increased again to 9.8% in 1986. The amount spent on environmental disease control declined by 66% by 1985 and a further 25% in 1986. The allocation to the Health Education and nutrition programme also declined by 33% by 1985 and again by 12% in 1986.

The school health programme which only had a budget of \$363 in 1980 rose to \$3,255 (800%) signalling the increasing importance of this activity. Allocations for direct primary health care activities which did not exist in 1980 rose from \$921 in 1983 to \$1,460 in 1985 to \$2,916 in 1986. The World Food Programme's share increased by 31% by 1985 and again by 20% in 1986.

In the context of the increasing emphasis on the importance of family planning practices, especially among the teenage population, the resources allocated to this sector increased from \$35,352 in 1980 to \$38,466 in 1985 to \$42,743 in 1986.

Very little funds were allocated to the health sector in Nevis in 1980 outside of the Alexandra Hospital and the Infirmary. No funds were allocated for school health programmes, primary health care activities, the World Food programme or environmental disease control. However, the situation has changed and in fact, \$22,781 was spent on environmental disease control, \$3,012 on the Health Education and Nutrition programme and \$1,599 on the School Health Programme in 1985. Allocations for general sanitation skyrocketed from \$676 in 1980 to \$192,319 in 1985. Family planning activities received \$1,290 in 1980 and \$2,415 in 1985.

### C. Welfare Services

#### 1. Non-Contributory Social Services

Provision is made in the national budget for social services outside of the contributory national insurance scheme introduced in 1977. These services are geared to meet the needs of the aged, infirm and poor and are based on criteria determined by the Ministry of Education, Health and Community Affairs.

In order to qualify for Old Age Pension, an applicant must be over 65 years. Males and females are equally eligible for pensions. Out of a total of 12 persons, eight females received old age pensions in 1987. Similarly, eight females out of 12 persons benefitted from foster care assistance. Ex-lepers also receive assistance from the State. Two out of five persons receiving such assistance are females. Seventy per cent (21/30) of handicapped persons receiving assistance were females.

Compassionate grants in the amount of \$14 per fortnight are given to retired non-established workers. With the event of the contributory social security scheme, the numbers receiving this type of assistance has decreased substantially. Three persons of four receiving compassionate grants in 1987 were females.

Poor relief is the largest category for welfare recipients with a total number of 108 persons receiving five dollars every fortnight. Fifty-two per cent of these persons receiving assistance were women.

Table 21 indicates the level of expenditure on these services for the years 1980 and 1985 and 1986 for Saint Christopher only.<sup>55</sup>

Assistance to the discharged patients of Hansen Home, the leprosarium increased by 103%. Allocation of funds to old age pensions decreased by 15% between 1980 and 1985 and a further 26% in Saint Christopher in 1986. In Nevis, on the other hand, there was a slight increase of 8.7% in 1985 over 1980. The decrease in Saint Christopher is probably due to increasing coverage of the

---

<sup>55</sup> There is no gender data available on Nevis for welfare recipients. This type of data was compiled for the first time in Saint Christopher but was unpublished.

National Insurance Scheme. Poor relief allocations in Saint Christopher increased considerably by as much as 59% between 1980 and 1985 and stabilized at the same level in 1986. Poor relief in Nevis also increased significantly between 1980 and 1985 by as much as 43%.

Allocations for compassionate grants in Nevis sky-rocketed from \$924 to \$7,400, a 700% increase in 1985 over 1980. There was also a considerable increase of 118% in compassionate grants allocations in Saint Christopher between 1980 and 1985 but this decreased by 33% in 1986 where there was a substantial decrease of 16% between 1980 and 1985 and a further 26% in 1986. In Nevis there was a slight increase of 9% in allocations to old age pensions between 1980 and 1985. Allocations to Blind Welfare in Nevis rose by 186% between 1980 and 1985. There were no allocations of funds for ex-lepers, the handicapped or for foster care in Nevis, perhaps because the related problems are not prevalent. A school-feeding programme also exists and there are plans for a rapid expansion of these facilities. In 1985, \$226,790 were allocated to this programme.

In keeping with the definition of the role of the Department of Community Affairs, as that of providing assistance for groups at their various levels of development<sup>56</sup>, the Department, with the assistance of the British Development Division (BDD), has operated a small business loan programme since 1983. The objective is to assist small business persons especially from the rural communities who have difficulty obtaining loans from traditional commercial sources with a view to encouraging greater self-sufficiency through self-employment in the short term and the stimulation of import substitution and exports in the long term. The programme initially began with EC\$20,000 and was later expanded to EC\$30,000. Seminar/workshops and training sessions have been held on various aspects on budgeting, advertising, management, etc. One such seminar for small business management was sponsored by CARICOM, USAID, WAND and the Government of Saint Christopher and Nevis. Forty eight per cent of the participants were women.

---

<sup>56</sup> "The Case for Community Self-Help", National Self-Reliance through Popular Participation", Department of Community Affairs, page 4.

The types of businesses for which loans have been approved are food processing services such as retailing and repairs, handicraft production, agriculture and manufacturing such as garment production. The maximum amount of funds available for each loan is \$2,000. By the end of 1985, 21.4% of those receiving loans were women<sup>57</sup> increasing to 32% by the end of 1987.

The programme has not been as dynamic and vibrant as envisaged as other agencies such as the Foundation for National Development (FND) has more loan capital and expertise for small business development available than the Department of Community Affairs. Furthermore, commercial banks have also begun to change their attitudes towards small business loans. However, the programme run by the Department of Community Affairs fills needs other than profit as one of the criteria for disbursing loans is the potential impact of the business on the community.

## 2. Pre-School and Day-Care Services

The national budget also makes provision for a range of services that play substitutable roles for women. One of these services is the provision and/or subsidy of day care or pre-school programmes.

As women entered the labour force in ever increasing numbers, the need for day-care became more urgent. At the same time, education researchers began to emphasize the positive results of structured pre-school activities on children as they entered the formal school systems.

In 1975 an Act was passed to formalize pre-school education and by 1979 a co-ordinator of what became the Early Childhood Programme was trained. Presently twenty-two staff members are trained.

Women are in fact the bulk of the workforce in manufacturing, the fastest growing sector of the economy.<sup>58</sup> Females constitute 85% of the workers in the garment and shoe factories and 88% in the electronic plants. Furthermore, females predominate in the lower paid jobs in the sugar industry, another major

<sup>57</sup> Small Business Report, 1985. Unpublished data, Department of Community Affairs.

<sup>58</sup> Manufacturing now constitutes 22% of employment in 1980.

employer. Overall, 60% of mothers of pre-school children are economically active; 80% working full-time and 20% part-time. There was obviously then an urgent need for day-care since women, even married, have primary responsibility for the care of children.<sup>59</sup> According to Billings et al (1985), statistics indicate that 50.5% of children in the state are offspring of females who are neither married nor in common-law arrangements.

Historically, children of working mothers have been cared for in their own homes by relatives or friends. However, with the increasing participation rates of women in the formal economy and the increasing costs of living, many women could not continue to provide unrenumerated personal social services of this kind. By the 1970s private individuals began to organize formal child-care in their homes.

Private day-care has continued to predominate whether home-based or established in the community. In 1980-81, out of a total of 23 pre-school and day-care centres, 17 are privately run and the other six were government run. This increased to 41 and 10 respectively in 1987/88.<sup>60</sup> There are more male than female children in both public and private day care and pre-school centres (See Table 20) even though for the years 1984-1986, there were more females in the age group 0-4 years than males with the exception of 1986. In 1985 \$96,013 were allocated to pre-schools, day nurseries and play centres. In 1986 there was slight decrease to \$94,918. However, there was a drastic drop in the budget of the UNICEF Early Childhood Programme from \$20,821 in 1985 to \$3,796 in 1986. In Nevis there was a dramatic increase in day-care and pre-school allocations from \$12,688 in 1984 to \$21,913 in 1985. With respect to the capital budget, \$6,546 was spent on the construction of the Cayon Day Nursery. In 1985, \$7,042 was spent on the pre-school child services project.<sup>61</sup>

It has been noted that the level of resources including facilities equipment and trained personnel are inadequate for both public and private

<sup>59</sup> It is estimated that 90% of women in Saint Christopher and Nevis are unwed.

<sup>60</sup> Early Childhood Education, unpublished data.

<sup>61</sup> Estimates for 1984, 1985, 1986.

providers. However, for the most part, government-run day-care centres are seen as superior in terms of trained staff, education opportunities and physical setting. It is usually the first choice for working mothers and they would like to see an expansion.<sup>62</sup>

The cost for working mothers range from \$30 to \$420 per term. However, while the urban areas are well covered, the rural areas are not and this is crucial for working mothers of relatively low socio-economic status who are found principally in the rural areas and who typically work on the industrial sites or the sugar industry where the wages are low.

### 3. Special Education Services

One of the stated objectives of the Government's education policy is to develop appropriate forms of education and training for those who experience physical, emotional or intellectual handicaps, including blindness, deafness, mental retardation, etc. In addition, the Government has declared its commitment to the early identification of handicapped persons, training and education so that they can function within the limits of their training.<sup>63</sup>

Out of the thirty-nine students registered in the school for the mentally retarded, twenty-two or 56% are females. The smaller school for the deaf has a total of eleven students, seven of which are females. A school for the Blind has been recently established in Saint Christopher after closure of a similar school in Nevis due to lack of funding. Besides basic education, using braille, the students also learn skills that make them employable. In fact, one of the male students is now a telephone operator and a female student now works in a garment factory. The workshop for the blind in Nevis had in the past been extremely active, producing handicraft (basketry) items for sale to the public.

Education for the handicapped increased dramatically by 380% in Nevis from \$2,484 in 1984 to \$9,300 in 1985. Allocations for special education services are not itemized in the budget estimates for Saint Christopher.

---

<sup>62</sup> Billings, Current Child-Care Arrangements of Working Mothers, Saint Christopher and Nevis, page 13.

<sup>63</sup> Educational Philosophy, Objectives and Policy, Ministry of Education, Saint Christopher and Nevis, August, 1983, page 3.

### III SERVICES IN THE EXCLUSIVE INTEREST OF WOMEN

Concern for the disadvantageous position of women in relation to men in Saint Christopher and Nevis was addressed in 1981 with the establishment of a Women's Desk, within the Ministry of Education, Health and Community Affairs.

The principal aims of the Desk were, inter alia, to stimulate and assist the development of women through research, training, exchange and dissemination of information; to work with an Advisory Body in exchanging developmental strategies and involving women in the decision-making process and to support and implement income-generating projects, education and training.

Within the context of its objectives, the Women's Desk reported that it established links with international, regional and national groups and organizations, collected and disseminated information on, for and about women and represented the views of women on many advisory committees and programmes. In addition, the Desk also co-ordinated small business workshops and organized exhibitions in the areas of food, art and craft. Assistance in the co-ordination of a three-month leadership and personal development workshop was provided to the Saint Christopher Apparel/Garment Factory involving supervisory staff.<sup>64</sup> Small grants of US\$100 were administered. Proposals for funding were developed and prepared for numerous funding agencies.<sup>65</sup>

In March 1984, a Director of the Women's Desk was appointed by the Minister of Education, Health and Community Affairs along with a seven member National Advisory Committee which established the philosophy, objectives, problem areas, programmes and strategies for change.

On 22 June 1984, the Government of Saint Christopher and Nevis upgraded the Women's Desk to a Ministry of Women's Affairs with the former director, and first and only elected female to the National Assembly, as Minister.

<sup>64</sup> It should be noted that 85% of workers in the garment industry are females.

<sup>65</sup> Participatory Action Programme for Latin America and the Caribbean (PAPLAC)/UNIFEM Country Profile, Saint Christopher and Nevis; Itohe Wyne and Gemma Tang Nain, December 1986, pages 25-26.

Approximately one year later, on 25 May 25 1985, Saint Christopher and Nevis ratified the U.N. Convention to Eliminate all Forms of Discrimination Against Women.

The areas of priority established by the Ministry of Women's Affairs and the National Women's Advisory Council are the following:

- (a) Implementation of leadership training programmes for women;
- (b) Enhancement and creation of Women's multi-purpose training centres;
- (c) Implementation, support and augmentation of career counselling, education and training programmes;
- (d) Monitoring the impact of legal and social policies on women;
- (e) Initiation and support of family life and labour legislation;
- (f) Monitoring the degree to which women are being integrated in the development process; and
- (g) Enhancement of income-generating and community development projects.

The Ministry was able to acquire a multi-purpose training centre in 1984 to facilitate centralized training and also for use in production activities. It has received US\$25,000 from USAID for renovations. However, funds are still needed to equip the centre.

During 1985, the Ministry of Women's Affairs implemented Project GROW (Generating Resources of Women), its first major comprehensive training programme. The objectives of the project were, at a basic level, to increase self-esteem, activate latent talents and develop new skills. Phase one of the project consisted of a series of workshops for 65 national females in leadership positions. The second phase of the project involved the training of community trainers. Approximately 40 persons were trained in Saint Christopher and 20 in Nevis. Phase three continued the training of community leaders with leaders already trained in Phase two conducting the sessions.

The impact of the project is anticipated to be long term with the 130 females trained to in turn train at least 10 other women in community activities, including income generating and resource sharing projects.

Since its establishment, the Ministry has been relatively successful in addressing the critical problem of female unemployment, especially in the rural areas. To that end, a mission was requested by the Ministry to the International Labour Organization (ILO) to identify feasible, income-generating activities, especially for women in the rural areas. The consultant identified activities such as sewing school uniforms and agroprocessing.

Project Quick Sew was initiated for unemployed women with the assistance of \$8,000 from UNICEF. In addition, craft classes have been conducted in 6 villages with 131 females participating. However, it has been noted that the limited market and high cost of production does not justify significant production.

Concern for teenage mothers prompted the Ministry to provide training for 10 teenage mothers in food preservation at the new Frigate Bay Road Centre, officially opened in June 1986. A ten-week cake decorating class was also conducted in early 1986. It is anticipated that the training will lead to employment in bakeries and with caterers.

Attention is also being paid to rural women with the creation of community gardens in Old Road, an area of extreme poverty. The project which is ongoing is directed to single female heads of households and funded by the Canadian High Commission.

The Ministry has also sponsored and facilitated numerous training workshops and seminars, covering areas such as appropriate technology, small business strategies, planning, media, communication and development, income-generating projects, consumer education, non-traditional careers and personal development.

There has been a recent shift from the attention previously paid to the development of traditional skills, inter alia, of food preservation, cake-making/decorating and serving to the development of non-traditional skills. A six-week programme was offered to women in Saint Christopher on general maintenance. The programme included inter alia, electrical safety in the home, household plumbing, electrical appliance care and use and motor vehicle maintenance. The programme generated much interest and was judged to be

successful, not only in imparting non-traditional skills to women but also making them aware of non-traditional career options.

With the boom in construction which is anticipated to increase with the development of the South East Peninsula, the Ministry has taken the opportunity to sensitize women in the opportunities that this holds for them. There is a shortage of masons and carpenters and women are being encouraged to learn these trades. This will not only increase the number of occupations in which women can be found but will also increase the average earnings of females since these are higher paid occupations if employment is steady.<sup>66</sup>

The major constraint to the operation of the Ministry of Women's Affairs is the limited amount of funds available to carry out its functions. The first budget totalled \$95,952, \$71,234 (75%) of which was allocated to salaries of the Minister, Assistant Permanent Secretary, Executive Officer and Clerk. 55% - \$13,663 of other charges (\$24,718) was devoted to training programmes. Personal emoluments increased to \$85,928 in 1986 rising to 80% of the budget while allocations to "Other Charges", including training programmes, decreased to \$21,799 and \$12,715 respectively<sup>67</sup> (See Table 22).

Many of the ongoing projects depend on additional outside funding to remain viable therefore creating an unhealthy dependency on external assistance.

A Women's Desk<sup>68</sup> has recently been established by the Nevis Island Administration in September 1987. The Desk will function in consultation with the Ministry of Women's Affairs carrying out the same type of activities in Nevis as in Saint Christopher. The principal functions of the Desk are inter alia, to organize seminars in managerial skills for the operators of small businesses, organize courses in traditional and non-traditional skills and provide forums for the discussion of issues relating to women.

<sup>66</sup> This assumption is only valid if there is a shift from the marginal activities such as some types of services to masonry, carpentry, etc.

<sup>67</sup> Budget Estimates, 1987 and 1988.

<sup>68</sup> The Desk is under the Ministry of Finance, Education, Health, Trade and Industry at present.

There have not been any formal programmes prepared so far, since the Desk does not yet have a budget. However, there has been an awareness campaign beginning with a two-day consultation on women in education, health, law and the home.

## Annex I

## LIST OF RECOMMENDATIONS

1. All data collected on the population should be disaggregated according to gender. Areas of particular concern are mortality and morbidity statistics, enrolment in educational institutions by subject areas, results of examinations, training opportunities, access to credit and other resources.
2. Co-ordination between the Ministry of Women's Affairs and other Ministries, Departments and Statutory bodies should be formalized so that each major developmental activity would incorporate a component geared towards the needs of women.
3. Government should strengthen the legal protection given to women and children who are victims of family violence, incest, rape and sexual harassment.
4. Given the number of female heads of households, special effort should be made to identify those persons for low and medium cost housing and also for government-sponsored land distribution.
5. Measures should be developed in conjunction with employers at the industrial site to provide adequate and affordable child-care services at or near the site.
6. Health and safety regulations at the industrial site should be defined and monitored closely.
7. The Employment Act of 1986 should be amended to cover hours of work.
8. Measures should be devised in conjunction with family planning organizations to stem the high discontinuation rates of contraceptive use through motivational and reinforcing messages.
9. The importance of pre and ante-natal care should be emphasized in the state-owned media, especially television.
10. The criterion for welfare assistance should be revised to take into account the cost of living since the original rates were established based on need. At present, the limit put on funds allocated to individuals is insufficient to meet the needs of the recipients.
11. In light of the benefits of increased productivity and income in agricultural activities, and given the predominance of women in these activities, government should identify and upgrade skills of women and seek to ensure access to credit, markets and other support services.
12. At the level of older, unskilled females, the Ministry of Women's Affairs should shift its focus from training in cake decoration, sewing, etc. to the development of non-traditional skills.

13. Guidance counsellors in secondary schools should be trained in career counselling and emphasis should be placed on presenting, at an early stage, a wide choice of career possibilities to young females, especially in scientific and technical fields.
14. The minimum wage for domestics should be increased to compare with average wages in the manufacturing and hotel sectors.
15. Government should legislate the concept of equal pay for equal work. In this context the lower wages for female unestablished workers and agricultural workers should be addressed.
16. Co-ordination is needed between the small business programme of the Department of Community Affairs, the Foundation for National Development and the Ministry of Women's Affairs. Small businesses of a certain type and requiring capital below or above a certain level can be handled by one or the other agency.
17. The establishment of a Legal Aid Service for Women under the auspices of the Ministry of Women's Affairs is needed, particularly to offer guidance and advice to women as regards their rights, responsibilities and options.

## Annex II

## EXPLANATION OF METHODOLOGY

The data for this study were collected in Saint Christopher and Nevis over a period of 14 working days. Due to this time constraint, certain services were not covered as completely as envisaged, for example, university level education and teenagers and family planning. The most serious constraint, however, was the lack of data. When data did exist, they were not disaggregated according to gender so that it was impossible to make an unequivocal assessment of the impact of that service on women.

In the cases where published data were not available, unpublished sources were substituted. Interviews were also conducted to fill the gaps in information. In addition, these interviews also provided contextual information especially for the section on women at the industrial site, technical/vocational and adult education and public health services as there existed very few annual reports from the various departments and ministries of government.

The indicators used to measure the benefits that women receive from government expenditure vary by necessity. With respect to education and training, the primary indicator is enrolment. The highest examination passed was considered but was of secondary importance as the data was only available for the census year 1980. Subject area participation rates by sex were not available at the primary and secondary levels so that this variable became important only at the vocational and university level. This is acceptable, however, as there is generally very little specialization below the tertiary level. Other indicators such as pupil/teacher ratios, teacher training and so on, were also examined to show the general quality of education.

The benefits derived by women from the health services were evaluated primarily on the basis of mortality rates, ante and postnatal clinic attendance, immunization levels, occupancy rates at hospitals, the availability of family planning services etc. Morbidity rates are unavailable both for general and women-specific diseases and occupancy rates are only available for hospitals in Saint Christopher for one year. The data on the use of family planning services were not disaggregated according to gender and age so that it was difficult to assess the benefits of these services to young females in particular and all

females in general. However, given the historical attitudes towards contraception by Caribbean men, that is, their general unwillingness to take responsibility for their consistent use, it is fair to assume that women are the main beneficiaries of this service.

With respect to welfare assistance, specifically, old age pensions, poor relief, housing and small business loans, evaluation was done on the basis of male/female distribution. No gender data was available on participants in special education classes.

The 1980 Census provided the primary source of data on the population structure supplemented by unpublished updates from the Division of Statistics of the Ministry of Agriculture, Lands, Housing and Development. There are no centralized data available on the participation of females in the civil service. The department of labour provides total figures of those working in this sector, however, there is also no breakdown according to occupation. Data on persons working in the various government ministries were supplied by the Division of Establishments and the data on teachers from the Education statistics. It was assumed that the figure given for the number of persons employed as nurses referred to females as there are no known male nurses.

There are no recent comprehensive annual reports from departments within the Ministry of Education, Health and Community Affairs. This hampered substantially the access to and collection of data. Furthermore, the latest year of the Statistics in Brief is 1985. Collection of data was further complicated by the identification of feminine sounding names from lists to categorize beneficiaries of services by gender. This was done in the case of the small business programme of the Department of Community Affairs, Evening Institute and Community classes in Nevis and the recipients of loans from the National Development Bank.

As noted, there is much use of unpublished data which in all cases must be accepted as provisional. This was necessary as there has not been a published comprehensive statistical digest since 1982. The use of unpublished data made available from the various departments of the government gives a fairly accurate picture as it is unlikely that there would be substantial deviation from what is presently accepted.

For comparative purposes, the budget estimates for 1980 and 1985 were utilized. Attempts were made to used only actual figures as opposed to estimates. This was successful for the most part. However, although there was access to the 1988 budget estimates which contained actual figures for 1986, in many cases, only totals were available so that it was impossible to ascertain the actual levels spent on specific areas.

It must be noted that, before Independence on September 1983, there was a single budget encompassing expenditure for both Saint Christopher and Nevis. However, with the new Constitution, the new Nevis Island Assembly assumed the legislative authority to pass its own budget. The single budget of 1980 was disaggregated and the relevant line items were compared to those of the individual island budgets of 1985.

Although the methodology employed is not straightforward, this should not diminish the integrity of the study.

## ANNEX III

TABLE 1  
ECONOMIC AGGREGATES AND OTHER ECONOMIC INDICATORS

Economic Activity	1981	1982	1983	1984	1985
GDP factor cost in current prices (Mill. EC\$)	120.5	137.8	136.2	148.9	157.5
GDP at factor cost in constant 1977 prices	84.1	89.4	87.8	90.7	92.8
Index of GDP at 1977	174.2	199.1	196.8	215.2	227.6
Per capita GDP at current prices (EC\$)	2,711	3,055	2,980	3,324	3,580
Agriculture (% of GDP)	11.5	14.7	11.9	13.2	10.8
Manufacturing (% of GDP)	14.8	13.5	12.9	15.2	13.9
Construction (% of GDP)	9.0	9.9	11.0	8.6	9.4
Production of Government Services (% of GDP)	21.7	20.4	20.7	19.0	18.1
Wholesale and Retail (% of GDP)	11.7	12.0	13.4	13.9	15.2
Other activities (% of GDP)	29.8	29.5	30.1	30.1	32.6

Source: Saint Christopher and Nevis Statistics in Brief, Statistical Division, Planning Unit, Ministry of Agriculture, Lands, Housing and Development, p.14.

TABLE 2  
POPULATION BY SEX AND AGE GROUP 1980 CENSUS

AGE GROUP	1980*			1985**		
	Male	Female	TOTAL	Male	Female	TOTAL
0 - 4	2668	2594	5262	2580	2610	5190
5 - 9	2658	2692	5350	2500	2460	4960
10 - 14	2810	2700	5510	2440	2390	4830
15 - 19	2886	2738	5624	2430	2390	4820
20 - 24	2239	2416	4655	2270	2260	4530
25 - 29	1434	1440	2874	2040	1690	3730
30 - 34	788	873	1661	1490	1420	2910
35 - 39	570	691	1261	1110	990	2100
40 - 44	513	664	1177	760	780	1540
45 - 64	2550	3160	5710	2430	2810	5240
65 and OVER	1724	2301	4025	1690	2520	4210
Total	20840	22269	43309	21740	22320	44060

Source: Extrapolated from the:

\* 1980-1981 Population Census of the Commonwealth Caribbean,  
Saint Christopher and Nevis, Volume 3.

\*\* Division of Statistics, Planning Unit, Ministry of  
Agriculture, Lands, Housing and Development, unpublished data.

The above table clearly demonstrates that 61% (or 26401) of the population is under 25 years of age.

TABLE 3  
DEMOGRAPHIC INDICATORS

	1981	1982	1983	1984	1985
Crude Birth Rate (per '000)	25.9	29.2	23.9	24.9	23.3
Crude Death Rate ('000)	10.3	11.3	10.0	10.7	10.0
Infant Mortality Rate ('000)	46.0	43.0	41.0	28.0	29.8
Rate of Natural Increase (per '000)	15.6	17.9	13.9	14.2	13.3
Neonatal Death Rate	29.0	26.0	20.1	18.8	20.2
General Fertility Rate	121.6	114.3	111.7	110.8	105.3
Total Fertility Rate (per woman)	3.2	3.0	3.0	3.0	2.9

Source: Saint Christopher and Nevis Statistics In Brief  
Planning Unit, Ministry of Agriculture, Lands, Housing  
and Development, p. 13.

TABLE 4  
UNION STATUS DISTRIBUTION OF FEMALES  
AGED 15-44, 1970 AND 1980

Age Group	Year	Married	Union Status					Total 100%
			Common Law	Visiting	No lngr w hsbnd	nvr had partner	Not Stated	
15-19	1970	1.4	4.8	13.6	2.4	77.6	0.2	1468
	1980	0.6	6.2	13.4	1.5	71.8	6.5	1609
20-24	1970	10.8	12.3	14.8	4.1	57.7	0.3	1173
	1980	6.8	11.5	14.5	4.0	60.3	2.9	2408
25-29	1970	29.0	17.0	11.6	4.4	38.0	0.0	799
	1980	32.6	13.0	8.4	6.8	46.6	2.2	1436
30-34	1970	39.7	20.1	7.5	7.5	23.1	0.1	668
	1980	32.6	14.2	6.2	12.7	32.5	1.8	872
35-39	1970	53.0	15.0	4.5	8.9	18.5	0.1	891
	1980	37.8	14.6	4.3	14.8	26.3	2.2	691
40-44	1970	49.1	14.0	2.0	15.9	18.7	0.3	936
	1980	41.0	13.6	2.3	13.4	26.5	3.2	664

Source: 1970 census, vol. 8, part 2, table 1  
and 1980 census, table 8.2.

TABLE 5

MAIN ECONOMIC ACTIVITY OF  
HEADS OF HOUSEHOLDS 1970 AND 1980

Main Activity	Males		Females	
	1970	1980	1970	1980
Economically active	85.5	82.8	41.6	46.0
Worked	83.8	79.3	40.4	42.5
Seeking first job	0.4	0.4	0.4	0.7
Others seeking work	0.7	1.9	0.5	1.7
Wanted work and available	0.6	1.2	0.3	1.1
Economically inactive	12.4	15.9	57.0	53.2
Home duties	0.9	1.4	37.8	30.9
Student	0.3	0.1	0.4	0.2
Retired	11.2	10.0	18.8	13.7
Disabled		4.4		8.4
Other and not stated	2.1	1.3	1.4	0.8
Total number (=100%)	5996	6282	5240	5282

Source: 1970 census, Volume 9, Table 6;  
1980 census, Table 11.2

TABLE 6  
PERCENT UNEMPLOYED BY AGE AND SEX,  
BASED ON MAIN ACTIVITY, 1970 AND 1980

Age Group	1970			1980		
	Male	Female	Total	Male	Female	Total
15 - 19	16.8	27.4	21.0	33.1	42.4	36.9
20 - 24	5.8	8.9	7.1	11.6	18.6	14.8
25 - 34	2.1	4.5	3.2	6.2	8.6	7.2
35 - 44	1.8	2.4	2.1	4.2	6.0	4.9
45 - 54	1.6	1.3	1.5	4.1	4.7	4.3
55 - 64	2.0	1.1	1.7	2.9	3.0	2.9
65 +	1.4	0.4	1.1	3.9	1.8	3.4
Not Stated	-	-	-	0.0	20.0	6.5
All Ages	5.0	7.8	6.4	10.4	15.3	12.9
Total Number Unemployed	407	391	798	1016	1038	2054

Source: 1980-1981 Population Census report of the Commonwealth Caribbean, Saint Christopher and Nevis, Volume 3.

TABLE 7  
INDUSTRIAL GROUPING OF  
ECONOMICALLY ACTIVE POPULATION, 1970-1980

Industrial Group	Males			Females		
	Percent 1970	Percent 1980	Number 1980	Percent 1970	Percent 1980	Number 1980
Agriculture, Forestry, etc.	37.6	34.9	3120	30.8	22.5	1340
Mining, Refining, Quarrying	0.0	0.0	2	0.1	0.0	0
Manufacturing	13.6	15.5	1384	5.8	21.7	1296
Electricity, Gas, Water	2.5	12.4	1111	0.9	0.4	23
Construction, Installation	15.4	4.3	381	0.6	0.7	40
Commerce	9.0	5.6	498	16.2	12.7	755
Transport, Storage, Communication	6.8	1.4	124	1.2	2.5	48
Finance, Insurance and Real Estate	-	8.3	742	-	1.1	64
Government	-	6.9	618	-	5.9	348
Community Services	-	4.7	421	-	14.5	863
Other Services	14.9	6.2	551	44.0	18.0	1073
Total Number (=100%)	7504		8952	4496		5940
Not Stated/Not Applicable	712		1132	609		1061

Source: 1980-1981 Population Census Report of the Commonwealth Caribbean, St. Christopher and Nevis, Volume 3.

TABLE 8

OCCUPATIONAL GROUPING OF  
ECONOMICALLY ACTIVE POPULATION, 1970 AND 1980

Occupational Group	Males			Females		
	Percent	Number	Percent	Number	Number	Number
	1970	1980	1980	1970	1980	1980
Professional and Technical	6.0	6.2	560	13.6	12.8	771
Administrative and Managerial	1.3	2.3	208	0.3	0.5	33
Clerical	5.4	6.0	542	9.8	13.7	821
Transport and Communications	1.1	-	-	0.5	-	-
Sales	5.6	5.0	450	12.8	11.5	698
Services	5.7	6.5	587	26.3	18.7	1123
Agriculture and Related	36.1	33.1	3010	29.7	21.4	1289
Production and Related	32.4	41.0	3729	5.7	21.3	1281
Labourers and Others n.e.c.	6.4	-	-	1.3	-	-
Total Number (= 100%)	7665	-	9086	4579	-	6016
Not stated/Not Applicable	551	-	998	526	-	997
Has Own Business or Farm	11.4	11.4	-	11.1	7.3	-

Source: 1980-1981 Population Census Report of the Commonwealth Caribbean, Saint Christopher and Nevis, Volume 3.

TABLE 9  
EMPLOYMENT BY SECTOR AND SEX FOR YEARS 1980-86

		1980	1981	1982	1983	1984	1985	1986
Garment Industry	Male	128	119	78	108	142	77	90
	Female	679	768	527	606	644	587	774
	TOTAL	807	887	605	714	786	664	864
Electronic Industry	Male	46	69	64	52	67	97	82
	Female	251	412	399	429	492	670	627
	TOTAL	297	481	463	481	559	767	709
Shoe Industry	Male	120	112	39	43	45	43	30
	Female	213	207	51	62	69	70	40
	TOTAL	333	319	90	105	114	113	70
Beverage Industry	Male	99	105	103	106	102	105	93
	Female	8	8	8	10	8	11	12
	TOTAL	107	113	111	116	110	116	105
Miscellaneous Industry	Male	31	41	51	71	70	90	82
	Female	5	5	9	23	22	23	65
	TOTAL	36	46	60	94	92	113	147
Hotels	Male	173	155	176	176	222	234	262
	Female	200	190	216	201	221	233	263
	TOTAL	373	345	392	377	443	467	525
Construction	Male	130	145	210	371	212	214	238
	Female	7	8	11	11	13	13	12
	TOTAL	137	153	221	382	225	227	250
Banking	Male	51	53	55	80	82	77	83
	Female	91	102	107	152	157	150	153
	TOTAL	142	155	162	232	239	227	236
Insurance	Male	25	29	28	27	25	21	20
	Female	23	24	25	26	30	30	30
	TOTAL	48	53	53	53	55	51	50
Sugar Industry	Male	3044	2751	2454	2157	2161	2050	2263
	Female	1215	1176	1001	775	821	790	783
	TOTAL	4259	3927	3455	2932	2982	2840	3046
N.E. Workers	Male	490	492	489	439	472	467	435
	Female	190	191	194	196	204	212	221
	TOTAL	680	683	683	655	676	679	656
Civil Service	TOTAL	2064	2162	2233	2245	1916	1918	1913

Source: Department of Labour, Ministry of Labour and Tourism, unpublished data.

TABLE 10

AVERAGE EARNINGS IN MAJOR SECTORS  
(EC Dollars)

		1985	1986	1987*
Hotels	Male	165.11/wk	180.34/wk	217.48/wk
	Female	111.02/wk	138.63/wk	201.95/wk
Beverage Industry	Male	168.63/wk	180.64/wk	206.84/wk
	Female	130.85/wk	102.37/wk	112.94/wk
Electronic Industry	Male	135.65/wk	156.45/wk	142.49/wk
	Female	110.43/wk	104.60/wk	100.99/wk
Garment Industry	Male	144.72/wk	125.51/wk	164.24/wk
	Female	84.58/wk	87.51/wk	90.90/wk
Miscellaneous Industry	Male	132.86/wk	149.67/wk	164.16/wk
	Female	82.65/wk	65.95/wk	75.42/wk
Commercial	Male	101.62/wk	98.08/wk	118.30/wk
	Female	90.28/wk	90.56/wk	100.71/wk
Banking	Male	2283.98/mth	2393.92/mth	2414.16/mth
	Female	1367.23/mth	1604.53/mth	1517.00/mth

\* First six months.

Source: Department of Labour, December 1987.

TABLE 11  
MALE-FEMALE STUDENT AND STAFF POPULATION

	Students				Staff			
	1984/85		1985/86		1984/85		1985/86	
	Male	Female	Male	Female	Male	Female	Male	Female
Primary Schools	3471	3209	3472	3287	62	234	24*	49*
Secondary Schools	2053	1985	2002	2045	113	155	127	148
Technical College	95	44	60	44	15	4	16	4

\* Nevis only.

Source: Educational Statistics, Saint Christopher and Nevis,  
1984-85, 1985-86; Education Department, Ministry of Education,  
Health and Community Affairs.

TABLE 12  
STUDENTS ENROLLED AT UWI  
AS OF 29 MARCH 1988

Faculty	Male	Female
Arts and General Studies	5	1
Agriculture	5	0
Natural Sciences	5	1
Social Sciences	1	3
Engineering	5	0
Law	1	2
Education	1	0
Library Studies	0	1
Medicine	1	0
Total	24	8

Source: Department of Education, Ministry of Education, Health and Community Affairs, unpublished data.

TABLE 13  
ENROLMENT IN COURSES, 1987-1988 (NEVIS)

Course	Total	Female	Female %
<b>Evening Institute</b>			
Economics (A Level)	6	6	100.0
Accounts (A Level)	17	8	47.0
English (O Level)	6	4	66.6
Maths (O Level)	5	3	60.0
Commerce (O Level)	7	6	85.7
Accounts (O Level)	6	4	66.6
<b>Total</b>	<b>47</b>	<b>31</b>	<b>66.0</b>
<b>Adult Education</b>			
Typewriting	11	9	81.8
Maths	12	10	83.3
Communication Skills	17	12	70.6
Needlecraft/Dress Design	20	20	100.0
Home Management	7	7	100.0
Health Education	30	23	76.6
Current Affairs	25	17	68.0
<b>Total</b>	<b>122</b>	<b>98</b>	<b>80.3</b>
<b>Extra Mural Department</b>			
Introduction to			
Public Administration	7	2	28.6
Sociology	7	2	28.6
Accounts	7	4	57.1
<b>Total</b>	<b>21</b>	<b>8</b>	<b>38.1</b>

Source: Department of Education, Nevis,  
unpublished data, 1988.

TABLE 14  
SUMMARY OF COMPLETED SHORT-TERM TRAINING ACTIVITIES  
DURING PERIOD 1 APRIL 1982 - 31 JULY 1986

Sector	No. of Activities	Number of Trainees				Cost CDN\$
		Private	Public	Male	Female	
AG	1 = 4%	0 = 0%	1 = 100%	0 = 0%	1 = 100%	2,560 = 2%
ID	21 = 88%	137 = 40%	204 = 60%	88 = 26%	253 = 74%	104,687 = 85%
TO	2 = 8%	162 = 89%	20 = 11%	81 = 45%	101 = 55%	15,515 = 13%
<b>TOTAL</b>	<b>24</b>	<b>299</b>	<b>225</b>	<b>169</b>	<b>355</b>	<b>122,762</b>
		(524)			(524)	

AG = Agriculture

ID = Industrial Development

TO = Tourism

BREAKDOWN: Trainees by Sector

Agriculture	-	1	-	100%
Industrial Development	-	341	-	65%
Tourism	-	182	-	34%
<b>TOTAL</b>	<b>-</b>	<b>524</b>		

Source: Division of Establishments, unpublished data.

TABLE 15

EXPENDITURE - EDUCATION  
(EC Dollars)

St Christopher	Nevis 1980	St Christopher 1985	St Christopher 1986	Nevis 1985
Administration	157,229*	266,891*		48,894
Secondary, Primary and Early Childhood Education	3,820,203*	7,314,841*		2,027,503
Teacher Training College	182,899*	181,769*		
Technical College	445,800	554,506		
Personal Emoluments (St. Christopher)	4,406,121	8,318,007	8,982,113	
Other Charges				
Administration	325,583	528,768		
Basseterre Senior High School	19,092	19,483		
Basseterre Junior High School	7,560	12,023	9,906	
Sandy Point High School	7,914	12,407	9,613	
Cayou High School	7,019	10,577	8,653	
Teacher Training College	11,600	15,601	12,968	
Technical College	68,878	65,650	113,945	
Charlestown Secondary School	11,566			12,999
Gingerland High School	6,938			9,929
Adult Education	11,574	14,057	12,251	4,058
UNICEF Early Childhood Education		20,821	3,796	
Education for Handicapped				9,301
Pre-School and Day Nursery				21,913
Non-Recurrent	85,889	24,035		833
Total Other Charges	515,044	664,509	639,332	67,398
Total Education	6,424,455	8,003,070	9,621,332	2,472,038
Total Expenditure (excluding capital)	48,137,486	57,706,156	58,854,228	11,121,266
Education as % of Total	13.3	13.9	16.3	22.2

\* Revised Estimates.

Source: Budget Estimates of Saint Christopher and Nevis, 1982,  
 St. Christopher, 1987, 1988; the Nevis Island Administration, 1986.

Totals do not add due to omission of line items, e.g., unavailable figures for some categories.

TABLE 16  
BREAKDOWN OF HEALTH MANPOWER STATUS: 1985

Category	No.	Rate per 10,000 population
Doctors	20	4.4
Dentists	5	1.1
Hospital Administrators	2	0.4
Veterinarians	1	0.2
Sanitary Engineers	-	-
Health Educators	1	0.2
Social Workers	-	-
Nutritionists/Dieticians	3	0.7
Principal Nursing Officer	1	0.2
Hospital Nurses (including Nurse-Midwives) trained	183	40.7
Public Health Nurses	39	8.7
Psychiatric Nurses	2	0.4
Midwives	-	-
Nursing Assistants - Trained	-	-
Nursing Assistants - Untrained	4	0.9
Radiographer	1	0.2
X-Ray Technicians	2	0.4
Laboratory Technologists/ Technicians	7	1.6
Pharmacists/Dispensers	7	1.6
Physiotherapists	1	0.2
Dental Auxiliaries	4	0.9
Dental Assistants	3	0.7
Public Health Inspectors - Trained	12	2.7
Public Health Inspectors - Untrained	4	0.9
Statistical and Medical Records Staff - Trained	3	0.7
Statistical and Medical Records Staff - Untrained	2	0.4

Source: National Development Plan 1986-1990.

TABLE 17  
THE TEN PRINCIPAL CAUSES OF DEATH  
ST CHRISTOPHER AND NEVIS

1980 \*

1	Cerebrovascular Disease	86
2	Diseases of Pulmonary Circulation and other forms of Heart Disease	72
3	Malignant Neoplasms	45
4	Intestinal Infections	33
5	Certain Conditions originating in the Perinatal Period	27
6	Diseases of the Respiratory System	25
7	Diabetes Mellitus	18
8	Nutritional Deficiencies	15
9	Hypertensive Diseases	10
10	Diseases of the Urinary System	10

1985 \*\*

1	Cerebrovascular Disease	97
2	Diseases of Pulmonary Circulation and other forms of Heart Disease	91
3	Signs, Symptoms and Ill-Defined conditions	45
4	Malignant Neoplasms	42
5	Other Diseases of the Respiratory System	36
6	Certain Conditions originating in the Perinatal Period	17
7	Diseases of the Urinary System	12
8	Diseases of other parts of the Digestive System	11
9	Septicaemia	10
10	Endocrine and Metabolic Diseases and Immunity Disorders	10

Source: \* Saint Christopher and Nevis Annual Digest of Statistics, 1982

\*\* Department of Public Health, Ministry of Education, Health and Community Affairs, unpublished data

TABLE 18

## EXPENDITURE - HEALTH

	St Christopher Nevis 1980	St Christopher 1985	Nevis 1985	St Christopher 1986
Administration (St. Christopher)	826,331*	1,588,939*		
Administration (Nevis)	140,732*		345,787	
Joseph N. France Hospital	1,394,311*	2,566,940*		
Pogson Hospital	72,279*	194,959*		
Alexandra Hospital/Infirmary (Nevis)	449,605*		722,076	
Hansen Home	24,129*	40,499*		
Infirmary Mental Ward	79,607*	138,102*		
Personal Emoluments (St. Christopher)	2,645,229	3,932,793		4,613,326
Personal Emoluments (Nevis)	590,337			
Total Personal Emoluments	3,235,566			
Other Charges				
Environmental Disease Control	16,175	5,488	22,782	6,866
Health and Nutrition Education	12,388	8,256	3,012	7,247
Family Planning	35,352	38,466	2,415	42,743
Primary Health Care Activities	1,460			
General Sanitation	453,761	584,942	192,319	623,811
World Food Programme	32,166	42,236		50,657
School Health Programme	363	3,255	1,599	2,212
Joseph N. France Hospital	462,594	780,491		496,808
Pogson Hospital	37,773	36,223		31,047
Alexandra Hospital/Infirmary (Nevis)	112,192			
Hansen Home	10,599	11,474		11,435
Infirmary/Mental Ward	105,364	66,072		64,817
Other Charges (St. Christopher)	1,712,717	2,483,199		2,179,508
Other Charges (Nevis)	138,263			
Total Other Charges	1,850,980			
Non-Recurrent	98,831	4,000	13,040	41,263
Total Health	5,185,377	6,419,992	1,365,540	6,834,097
Total Recurrent Expenditure	48,137,486	57,796,156	11,121,266	58,854,228
Health as % of Total	10.8	11.1	12.3	11.6

\* Revised estimates.

Sources: Budget estimates 1982, 1987, 1988,  
Nevis Island Administration, 1986.

US\$1.00 = EC\$2.72

TABLE 19  
PRE-SCHOOLS AND DAY-CARE CENTRES

Year	Total	Public	Private
1980-1981	23	6	17
1982-1983	33	7	26
1984-1985	40	9	31
1985-1986	42	9	33
1986-1987	47	9	38
1987-1988	51	10	41

Source: Early Childhood and Community Development Centre; unpublished data.

TABLE 20

**STUDENT ENROLMENT IN PRE-SCHOOLS  
AND DAY-CARE CENTRES**

Year			Public		Private	
	Male	Female	Male	Female	Male	Female
1980	440	365	60	45	380	320
1983	574	535	174	155	400	380
1984	646	519	196	169	450	350
1985	660	566	200	176	460	390
1986	734	700	202	180	532	520

Source: Early Childhood and Community Development Centre,  
unpublished data.

TABLE 21

EXPENDITURE - COMMUNITY AFFAIRS  
(EC Dollars)

	St Christopher			
	Nevis	St Christopher	Nevis	St. Christopher
	1980	1985	1985	1986
<b>Personal Emoluments</b>				
(St. Christopher)	336,570*	493,797*	79,211	608,750
Personal Emoluments (Nevis)	49,327*			
Total Personal Emoluments	385,651			
<b>Other Charges</b>				
Nutrition Surveillance Unit	23,001			
School Feeding Programme		226,790		
US AID Early Childhood, Primary and Secondary School Project	9,026	22,649		21,999
Maintenance to Scholarship Pupils	7,320			
Assistance to Discharged Patients of Hansen Home	786	1,580		1,690
Grant to Children's Home	7,500	15,600		15,600
Compassionate Grants (St. Christopher)	1,500	3,262		2,184
Compassionate Grants (Nevis)	924		7,400	
Old Age Pensions (St. Christopher)	12,479	10,576		7,847
Old Age Pensions (Nevis)	6,757		7,343	
Paupers' Funerals (St. Christopher)	3,246	4,560		4,400
Paupers' Funerals (Nevis)	1,000		2,153	
Poor Relief (St. Christopher)	38,324	60,730		60,080
Poor Relief (Nevis)	9,335		13,323	
Blind Welfare (Nevis)	1,050		2,999	
Grants to Workshop for the Blind (Nevis)	1,997		3,500	
Youth Centre	27,756	24,950		25,302
Expenses of Training Centre	27,669	59,134		57,158
Other Charges (St. Christopher)	385,651	654,329		710,178
Other Charges (Nevis)	56,931			
Total Other Charges	442,582			
<b>Total Community Development</b>	828,233	1,148,126		1,318,928
<b>Total Expenditure</b>	48,137,486	57,706,156		58,854,228
<b>- Community Affairs as % of Total</b>	2%	2%		2%

\* Revised estimates.

Source: Budget Estimates, 1982, 1987, 1988,  
Nevis Island Administration 1986.

TABLE 22  
PROJECT BUDGET FOR THE MINISTRY OF WOMEN'S AFFAIRS  
1985-1986  
(EC Dollars)

Major Projects	Project	Min. of		Partners	Community	Commonwealth Youth Programme	British Development Division	Project Quick-Sew	Public Works (In Kind)	Subtotals
	Grow CJM/OAS	Women's Affairs 1985	1986	of America	Affairs					
Craft Classes	3,539	476	2,508							6,523
Molineaux Soap Powder	4,884	1,718								6,602
Old Road Centre	1,271	2,912	102							4,285
Sewing Classes	12		1,196					21,506		22,714
Career Counselling and Small Business	117	983								1,100
Workshop and Training	134	5,971	2,680				1,120			9,904
Frigate Bay Road Centre	10,071	2,127	1,921	13,441	1,450		12,000		4,176	45,186
Total	20,028	14,187	8,407	13,441	1,450	1,120	12,000	21,506	4,176	96,314

Source: Report of the Ministry of Women's Affairs, 1986.

US\$1.00 = EC\$2.72

## LIST OF REFERENCES

1. Billings C. Farnworth M. et al. A Better Tomorrow; Michigan Research Consortium Report prepared for the Saint Christopher and Nevis Child, Family and Community Development Project, 1983.
2. Bishop Myrtle. Obstacles to the Implementation of the Convention on The Elimination of all Forms of Discrimination against Women - Social and Economic Factors: English-speaking Caribbean Countries. UNESCO/Barbados, September 1987.
3. Ellis Pat. "An Overview of Women in Caribbean Society" in Women of the Caribbean. Jamaica, Kingston Publishers Ltd., 1986.
4. Jagdeo, P.J. Caribbean Contraceptive Prevalence Survey. Saint Christopher and Nevis International Planned Parenthood Federation/Western Hemisphere Region. OPPF/WHR, 1985.
5. Lim L.Y.C. "Women's Work in Multinational Factories" in Women and Technological Change in Developing Countries (eds), Roslyn Daubel and Melinda L. Cain, Colorado, West View Press.
6. Massiah Joycelin. "Women who Head Households" in Women and Family. ISER, Cave Hill, Barbados, 1982.
7. \_\_\_\_\_ . Women in the Caribbean, Part I and Part II; Social and Economic Studies. ISER, University of the West Indies, Volume 35, No. 2 and No. 3, June 1986, September 1986.
8. Reddock Rhoda. The Population of Saint Christopher and Nevis, 1980. ISER, St. Augustine, Trinidad, 1988.
9. Safilias-Rothschild, C. The Status of Women and Fertility in the Third World in the 1970-1980 Decade. Centr. for Policy Studies.
10. St. Cyr, J. Women as the Recipients of Services from Resources Allocated in the National Budget of Trinidad and Tobago (ECLAC/CARIB 83/9). ECLAC Subregional Headquarters for the Caribbean, Port-of-Spain, July 12 1983.
11. \_\_\_\_\_ . Women as the Recipients of Services from Resources Allocated in the National Budget of Saint Lucia. LC/CARIB/G.148. ECLAC Subregional Headquarters for the Caribbean, Port-of-Spain, May 1985.

Other Documents

1. Instraw News; Women and Development. Nos. 7, 8, 9, Winter 1986, Spring/Summer 1987, Winter 1987.
2. Ministry of Education, Health and Community Affairs:
  - (a) Education Statistics, 1981-1982, 1983-1984, 1985-1986;
  - (b) Adult Education: A Report, 1985.

- (c) The Case for Community Self-Help; National Self-Reliance through Popular Participation. Department of Community Affairs.
3. Ministry of Agriculture, Lands, Housing and Development:
- (a) National Development Plan of Saint Christopher and Nevis: 1980-1990.
  - (b) Statistics in Brief. Statistics Division, Planning Unit.
  - (c) Public Health Nursing Service; Annual Report 1985.
4. Ministry of Finance:
- (a) Budget Estimates 1982, 1987, 1988.
  - (b) Saint Christopher and Nevis, 1988 Budget Address. 16 December 1987.
  - (c) Nevis Island Administration, Budget Estimates, 1986.
5. Ministry of Labour and Tourism. Annual Report of the Department of Labour, 1982, 1984, 1985.
6. PAHO. Women in Health and Development; Scientific Publication No. 448, 1983.
7. \_\_\_\_\_ . The Health Sector in the Nineteen Eighties; Regional Strategies for Attaining Health for All by the Year 2000. March 1981.
8. \_\_\_\_\_ . Maternal and Child Health Strategy for the Caribbean Community.
9. Development Bank of Saint Christopher and Nevis. Report and Accounts for the Year Ended 31 December 1984.
10. The Saint Christopher and Nevis Constitution Order 1983; Statutory Instruments No. 881.
11. 1980-1981 Population Census, Saint Christopher and Nevis Vol. 3.



