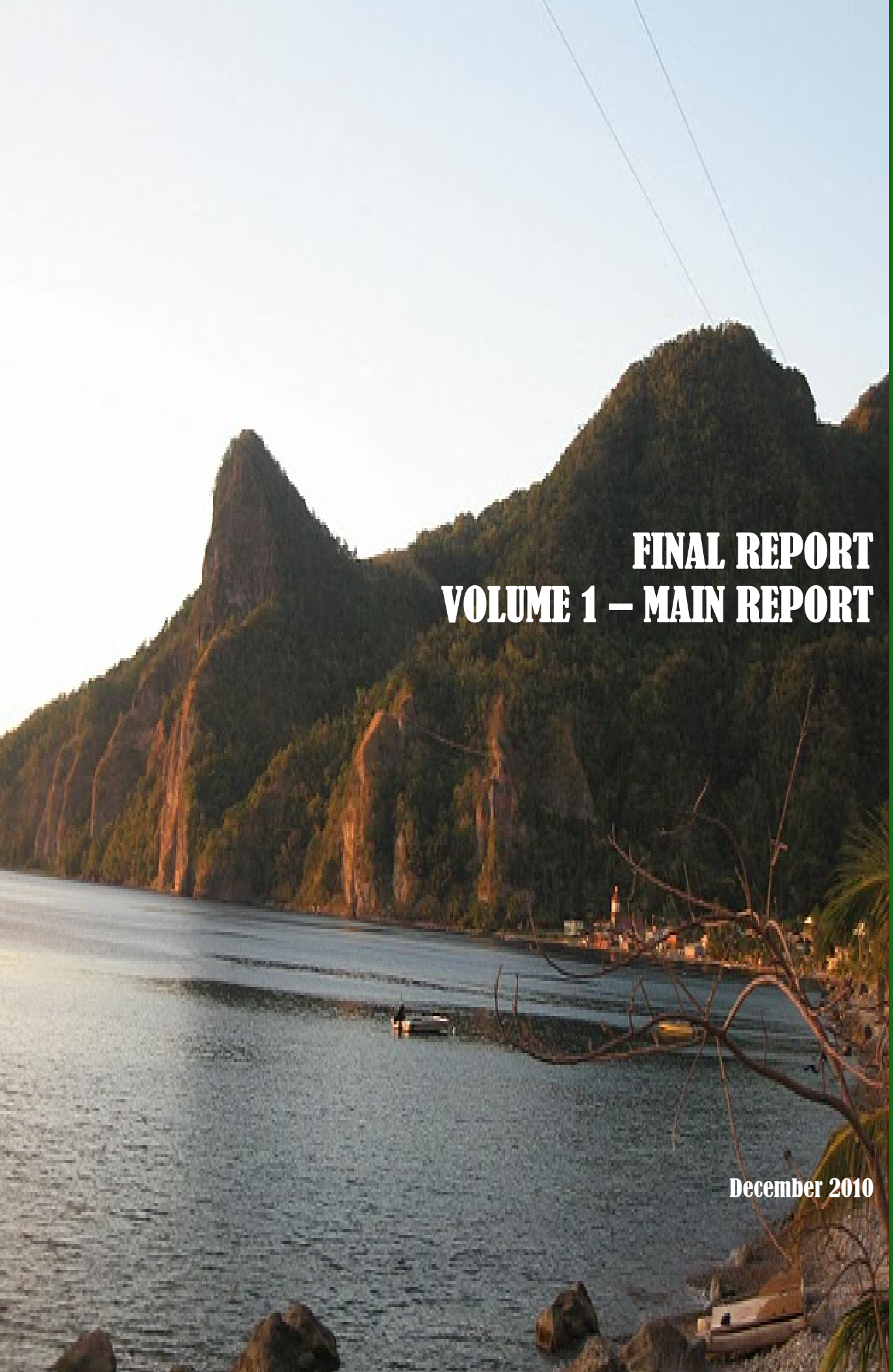

FINAL REPORT
VOLUME 1 – MAIN REPORT

December 2010

COUNTRY POVERTY ASSESSMENT – DOMINICA

Dominica: Reducing Poverty in the Face of Vulnerability

COUNTRY POVERTY ASSESSMENT DOMINICA

VOLUME 1
MAIN REPORT

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THE CARIBBEAN DEVELOPMENT BANK

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LIST OF ACRONYMS/ ABBREVIATIONS

AEFR	-	Annual Economic and Financial Report
BNTF	-	Basic Needs Trust Fund
CARICOM	-	Caribbean Community
CARIFORUM	-	Caribbean Forum of African, Caribbean and Pacific States
CBO	-	Community-Based Organisation
CDB	-	Caribbean Development Bank
CFNI	-	Caribbean Food and Nutrition Institute
CPA	-	Country Poverty Assessment
DCP	-	Dominica Coconut Products Limited
DFID	-	Department for International Development
DOWASCO	-	Dominica Water and Sewerage Company
DSIF	-	Dominica Social Investment Fund
EC$	-	Eastern Caribbean Dollars
ECCB	-	Eastern Caribbean Central Bank
ECCU	-	Eastern Caribbean Currency Union
EPA	-	Economic Partnership Agreement
EU	-	European Union
FAO	-	Food and Agriculture Organisation
FGT	-	Foster, Greer and Thorbeke
GDP	-	Gross Domestic Product
HBS	-	Household Budgetary Survey
HIV/AIDS	-	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
IA	-	Institutional Analysis
IDB	-	Inter-American Development Bank
IICA	-	Inter-American Institute for Cooperation on Agriculture
IMF	-	International Monetary Fund
IPCC	-	Inter-Governmental Panel on Climate Change

IMF	-	International Monetary Fund
Kcal	-	Kilocalorie
LPG	-	Liquefied Petroleum Gas
MDC	-	More Developed Country
MDGs	-	Millennium Development Goals
MIF	-	Multilateral Investment Fund
MSEA	-	Assessment of the Macro Social and Economic Environment
NAT	-	National Assessment Team
NGO	-	Non-governmental Organisation
OECS	-	Organisation of Eastern Caribbean States
PG	-	Poverty Gap
PPA	-	Participatory Poverty Assessment
PSIA	-	Poverty and Social Impact Analysis
PSIP	-	Public Sector Investment Programme
SLC	-	Survey of Living Conditions
TOC	-	Team of Consultants
UN	-	United Nations
UNICEF	-	United Nations Children's Fund
UNDP	-	United Nations Development Programme
UK	-	United Kingdom
US	-	United States
VAT	-	Value-added Tax
WB	-	World Bank
WC	-	Water Closet
WIBDECO	-	Windward Islands Banana Development and Exporting Company
WINBAN	-	Windward Islands Banana Growers Association

EXECUTIVE SUMMARY

This Country Poverty Assessment (CPA) provides a quantitative and qualitative analysis of the level and distribution of poverty in the Commonwealth of Dominica in 2008/2009. This study is one of a number of such studies undertaken by the Caribbean Development Bank (CDB) in collaboration with various international institutions including the Department for International Development of the United Kingdom (DFID), the Canadian International Development Agency, the United Nations Development Programme (UNDP), the World Bank (WB) and the Inter-American Development Bank (IDB). These institutions have been assisting regional Governments in quantifying and seeking to understand the poverty situation in their respective countries.

An earlier report, undertaken in 2003, was the basis for initiatives undertaken by the State during the period leading up to 2010. There are a number of methodological differences in the two studies, which limits comparisons; however there are some data which may be used to establish the degree to which improvements in living conditions can be reported.

PROCESS

The CPA consisted of three core elements: a combined National Survey of Living Conditions (SLC) and Household Budgetary Survey (HBS)[1], a Participatory Poverty Assessment (PPA), and an Institutional Assessment (IA).

The Survey of Living Conditions (SLC) questionnaire was administered to a systematic, stratified random sample of **877 households** representing **2,673 individuals,** throughout Dominica. The PPA was conducted in **12 poorer communities**, and relies largely on the qualitative data. Volume 2 documents fully the findings of the PPA. The IA was conducted on **49 organisations** in Dominica. The full report on the IA can be seen in Volume 3.

A National Assessment Team (NAT) had the responsibility for administering the project, and ensured the involvement of key agencies such as the Department of Statistics, and other agencies whose inputs were critical in the conduct of the study. The NAT had responsibility for forming committees with responsibility for data gathering and for field activities related to the various areas of the CPA. The NAT was comprised of representatives from the public and private sectors and members of the NGO community.

[1] The inclusion of a survey of household budgets allows Governments to make adjustment requiring updates to their national consumer baskets as a basis for the measurement of inflation without having to repeat in separate sample surveys, the collection of consumption expenditure.

CONTEXT

In the first decade of the 21st century, Dominica has had to face:

- Continuing and precipitous decline in a major export industry;
- Fiscal imbalances occasioning drastic cut backs of government expenditure;
- Severe volatility on prices of imports in basic goods;
- Disruption in trade in other services as a result of deep recession on the international economy;
- The decline in remittances as Dominicans in the regional and North Atlantic economies are retrenched and return home; and
- Severe weather episodes.

FINDINGS

On the basis of this most recently conducted study the level of poverty has fallen from 39 percent in 2003 to 28.8 percent in 2009. Absolute poverty, as measured by the indigence rate, has also declined from 10 percent in 2003 to 3.1 percent in 2009[2].

This reduction in poverty is mainly attributed to attempts by the Government, since the last study, to stabilise the economy, contain the debt, expand the social and physical infrastructure, and prioritise initiatives through targeted public expenditure. International assistance has been used to expand the physical infrastructure that would contribute to economic development – airport development, roads and highways and agricultural access roads. The introduction of a VAT, which has yielded expanded revenues allowing the Government to increase expenditures on targeted subsidies and transfers.

The main causes of poverty identified in the study have been due to external factors, including the continued reduction in protection for banana exports, the surge in food and energy prices and the global economic crisis, and the scourge of natural disasters.

The PPA and IA found that there has been a decline in remittance income as large numbers of construction workers were forced to return from abroad - Anguilla and from Antigua and Barbuda, in particular. The decline of Banana Industry was found to have impacted producers, families and communities and villages. The result is that the number of banana farmers has

[2] The poverty line represents a monetary measure of the minimum annual consumption, in dollar terms, that is needed to meet the basic food and non-food requirements of an average adult, at prevailing prices. This is the consumption level that separates the poor from the rest of the population.

plummeted from 6,000 to 1,000 in 5 years and ex-banana farmers now find themselves dependent on wage employment.

Unemployment and lack of job opportunities were frequently cited need among poor persons in communities participating in the PPA. This was particularly noted by men who saw their inability to find work as a threat to their traditional role as provider:

> *"The man must provide for his family but unemployment has made it difficult."*

In some cases women suggested that work was more likely to be available for men.

> *"It have more jobs for men."*
> *"Men more easy to get jobs"*

Additionally, while for many years Dominica has been a sending country in terms of migrant labour, in recent years there has been an inflow of labour from neighbouring countries, especially migrants coming from Haiti and the Dominican Republic. Haitians dominate this movement and they have entered as raw labour in Agriculture. This phenomenon has created a major challenge in the labour market.

As a result of difficulties encountered in finding formal employment, there were many references on the part of both men and women, to considering participating in the underground economy to make ends meet.

Some understood the relationship between low educational attainment and failure to find work. Primary Level Education was the highest level of educational attainment for the largest number of men and women: 26.6 percent of male household heads and 23.5 percent of female household heads had gained at most a primary level education. In some cases some expressed the view that this lack of education explained the cycle of chronic poverty in which persons found themselves:

> *"I wanted a better education but my parents didn't have enough money to send me to school so I had to go to work to support my brothers and sisters and myself."*
> *"Education important I don't want to see my children turn out like me."*

Still, many parents found it difficult to provide their children with some of the "new basic necessities" for school:

> *"I doh have a computer and in order for my child to get good grades they work must be typed, but I don't have money for them to go in café. That is rich people can do that."*

Gender relations in the society surfaced as an issue of significance to many PPA participants. Men prefer to remain in visiting relationships, a phenomenon confirmed by the data collected in

the SLC, while the women have children but remain 'single'. As a result, they (women) have the responsibility for providing for their children. Many poorer women have found themselves engaging in transactional sex or getting involved themselves in the drug trade or other illegal activities in the quest to provide for their children.

> *"You are a single mother, you have children. You don't have a job so you do some drugs to make a living."*
> *"Women become thieves or victims of thieves."*
> *"Poverty contributes to prostitution and drug trafficking."*

When their daughters are old enough, they are not averse to their relying on help from boyfriends, with the result that girls start to rely on transactional sex as a coping mechanism at an early age and this pattern is becoming accepted as a "norm" among poverty stricken sections of the society.

> *"...go and sell what God gave you to get money for the exam."*

This is further complicated by the high level of teenage pregnancies and increased risk of diseases among teenage girls.

> *"We go to the men for a little dollar to buy recess or to go to school, to buy soap to wash our clothes. You may end up having a child."*

The structure of the labour market and the nature of gender relations result in men exercising dominance and power over poorer women.

> *"You are going to be used by the big fellas".*

The 'big fellas' could regularly exact sexual favours. Occasionally, when income permits even 'small fellas' might still exercise occasional dominance. A relationship with a man may offer access to income.

> *"Some young men would approach you to have a relationship because they can offer you a shoes, money, and hook you up."*

The failure of the country to generate productive goods and services at a level that is able to absorb its growing labour force, has resulted in the entrapment of many young people in poverty. The net result is that the country runs the risk of remaining trapped in low cycle equilibrium of structural poverty.

Other Key Highlights

a. Both the poverty and indigence rates have shown considerable improvement. The poverty rate (individuals below the poverty line) is estimated at **28.8** percent and the annualised Poverty Line is estimated at **EC$ 6,230**[3]**.** The estimated cost at prevailing prices for an average adult to purchase the minimum acceptable food required to maintain good bodily health (the Indigence line) is estimated at **EC$ 2,435** per adult per annum;
b. The vulnerability rate (individuals that are below the vulnerability line but above the poverty line) is estimated at **11.5** percent and the annualised vulnerability line is estimated at **EC$7,788;**
c. The Gini Coefficient of inequality is 0.44. The richest 10 percent of the population accounted for 37.2 percent of consumption expenditure while the poorest 10 percent of the population accounted for only 2.0 percent of total consumption expenditure;
d. The odds of being poor are highest for households in St. Joseph and St. Patrick while households in St. Peter and St. Mark were the least likely to be poor;

TABLE I: HEADCOUNT BY PARISH, 2009

Parish of Residence	Poverty Rate Percentage of Poor Individuals in Parish)
City of Roseau	12.8
Rest of St. George	16.3
St. John	10.2
St. Peter	23.7
St. Joseph	47.2
St. Paul	32.6
St. Luke	17.5
St. Mark	27.3
St. Patrick	42.7
St. David	40.4
St. Andrew	38.1
All Parishes	28.8

[3] A person is deemed to be poor if he or she lives in a household whose adult equivalent per capita consumption falls below the poverty line. The concept of adult equivalence is a common practice used to normalise the members of households into an "equivalence scale" which is used to measure the consumption needs of other members of the household relative to an adult male, where females and children are usually assigned weights of less than 1. This is a useful way of comparing consumption patterns across households which differ in composition and size; per capita household consumption when used on its own may be a misleading indicator of the welfare of the individual members of the household.

e. Children (aged 0-14) and youths (aged 15-24) together account for 52.1 percent of all poor individuals. This is explained by the fact that poorer households tend to have more children;

TABLE II: DISTRIBUTION OF POOR BY AGE

Cohort	Age Groups	% of Poor Population	% in National Population
Children	0-14	35.7	26.5
Youth	15-24	16.4	16.3
Adults	25-34	9.6	10.8
	35-44	13.4	13.5
	45-54	10.0	12.3
	55-64	5.2	8.5
Elderly	65 and Over	9.8	12.2
All Groups	Total	100	100

f. When the number of household members increases by 1, the odds of the household being poor increases by 65 percent. Moreover, each additional household member under the age of 15 increases the odds of being poor by 37 percent.
g. The Carib population is over-represented among the poor: 49.8 percent of the Carib population was poor, compared to a national average of 28.8 percent. This is a significant finding as the indigenous population represents about 5 percent of the total population of Dominica (approximately 3300 persons). However, this represent a significant reduction in measured poverty within this group since 2003;
h. The size of the labour force was estimated to be 32,630 and 28,083 labour force participants were employed. The national unemployment rate was 13.9 percent and the unemployment rate for the poorest twenty percent of the population was 27.8 percent;
i. Of those deemed to be poor, 74.1 percent were employed (the working poor);
j. The male unemployment rate is 11.1 percent and the female unemployment rate is 17.6 percent.
k. Pit latrines were used by 25.3 percent of all households and poor households were more likely to use pit latrines - 53.5 percent of households in the poorest quintile use pit latrines;
l. 14.1 percent of males and 21 percent of females reported suffering from chronic lifestyle diseases, including hypertension, diabetes, obesity and cancers.
m. Health insurance coverage was low - only 13.4 percent of individuals are covered by health insurance.

Box I presents in summary form some of the key statistics that were derived from the SLC. Table III provides the triangulation of the results of the three components of the CPA.

BOX I: SUMMARY INDICATORS OF LIVING CONDITIONS IN DOMINICA (2008/2009)

- *The annual Indigence Line was estimated at EC $2,435 per annum per adult in 2009*
- *The annual Poverty Line was estimated at EC $6,230 per annum per adult in 2009.*
- *The Vulnerability line (set at 25 percent above the poverty line) was EC $7,788 per adult per annum in 2009.*
- *28.8 percent of the population was deemed to be poor in 2008 and lived in 22.8 percent of the households; 3.1 percent was deemed to be indigent and 11.5 percent was deemed vulnerable.*
- *The highest incidence of poverty was found in St. Joseph – 47.15 percent of residents in this Parish were deemed to be poor. The lowest incidence of poverty was found in St. John – 10.23 percent of resident poor.*
- *The Poverty gap index for the country was 8.91 and the Poverty Severity Index was 4.00 (2009).*
- *The Gini coefficient of inequality was estimated to be 0.44 in 2008.*
- *The richest 10 percent of the population accounted for 37.23 percent of total consumption expenditure, while the poorest 10 percent accounted for a mere 2.04 percent of total consumption.*
- *31.5 percent of household heads rated their social and economic circumstances as being worse now compared to one year ago; 22.3 percent felt that their economic situation had "remained the same".*
- *According to the perception of those deemed to be among the poorest 44 percent of household heads in the lowest quintile rated themselves as poor*
- *Poverty rates among males and females were proportional- 28.8 percent of males were deemed "poor" and it was 28.9 percent for females..However, females were most likely than males to be unemployed, as 33.8 percent of females were unemployed, compared to 20 percent of males.*
- *The average size of households in the poorest quintile was 4 persons, compared to an average of 2 persons per household in the quintile V.*
- *The proportion of households using pit latrines fell from 28 percent in 2003 to 24.3 percent in 2008. Pit Latrines were used by 51.4 percent of poor households, making it the most popular toilet facility among this socio-economic group.*
- *The proportion of households accessing water via public standpipes in 2009 was 19.4 percent; 39.9 percent of which were poor households. Poor households were the most likely to gain access to water from this source.*
- *The proportion of households accessing water from piped sources increased from 80 percent in 2003 to 88.7 percent in 2009*
- *Over 75 percent of all households used electricity for lighting in 1998, to 79; this increased to 90.1 percent in 2009*
- *The national unemployment rate was 14 percent, but the unemployment rate among the poor was 25.9 percent.*
- *20.4 percent of the population had an occupation relating to Service and Sales. The second largest occupational group was skilled workers in Agriculture, Forestry and Fishery. This was also the largest occupational category among the poorest workers*
- *The majority (64.1%) of workers were paid employees while 32 percent of workers were self employed. The poorest workers were most likely to be either paid employees with private employers (45.1) or self employed without employees (40.9).*
- *Primary level education was most likely to be the highest level of education attained (25%) among heads of households in 2009.*
- *Diabetes and High Blood Pressure were the two most prevalent lifestyle diseases overall (36.9% and 36.1% respectively of persons suffering chronic diseases)*
- *37.4 percent of Females had their first child between the ages of 15-19 years*

TABLE III: DOMINICA POVERTY AND LIVING CONDITIONS – TRIANGULATION OF THE FINDINGS OF THE ASSESSMENT

Issues of Poverty and Living Conditions	SLC/HBS	Participatory Poverty Assessment	Institutional Assessment
Measured Poverty	• Poverty rate estimated at 28.8% and the annualised Poverty Line is estimated at EC$ 6,230. • Vulnerability rate estimated at 11.5% (Annualised Vulnerability Line estimated at EC$7,788. • Indigence rate estimated at 3.1%. • Annualised Indigence line estimated at EC$ 2,435. • The odds of being poor for households in St. Joseph are the highest followed by St. Patrick. St. Peter and St. Mark proved to be the least likely to be poor. • Children (persons aged 0-14) and youths (persons aged 15-24) together account for 52.1% of the poor. • 28.8% of all males were deemed to be poor, compared to 28.9% of all females. • The Gini Coefficient of inequality is 0.44.	• *"Anytime you not working you fall under the poverty line."*	• Public Sector Officials confirm impact of searing cuts in banana exports, reduction in number of banana farmers, difficulty in expanding other exports, decline in stay-over visitors.
Perceptions of Poverty	• 65% of household heads felt that conditions had worsened when compared to the previous year. • 44% of household heads in the poorest quintile rated themselves as being poor.	• There are mixed views on the presence of poverty which is demonstrated in the following quotes below. *"There is a lot of poverty in this island not only in Woodford Hill."* *"We do not have poverty in Tarish Pit."* *"The degrading part of poverty we don't have that in Penville."* *"Penville not poor."* *"Even if I can't provide three meals a day, I do not consider myself poor, no way!"* *"Even if we poor we do not want to show we poor."* *"I do not like to hear the word poor."* *"Less fortunate because 75% to 80% of the people have roof over their head compared to what I see on TV."* *"Not poor but unfortunate, there are communities that are poorer."*	• Farming population is aging, and most have less than five acres. • People now forced to depend on DSIF, Christian Children's Fund and Educational Trust Fund. • Decline in remittance income. • Construction workers returning from abroad-Anguilla and Antigua and Barbuda. • No. banana farmers: reduced to 1,000 from 6,000. • Unplanned development in urban areas, e.g. Bath Estate, Yam Piece. • Decline of Banana Industry has impacted producers, families and communities and villages. • Decline in bay oil industry affecting communities in the south-eastern part of the island.

Issues of Poverty and Living Conditions	SLC/HBS	Participatory Poverty Assessment	Institutional Assessment
Employment/ Unemployment	• Overall 13.9% of labour force participants were unemployed. • The unemployment rate in the poorest quintile was 27.8% and for quintile II the unemployment rate was 17.6%. • 74.1% of those who are deemed to be poor were employed (the working poor). • The male unemployment rate is 11.1% and female unemployment rate is 17.6%. • the Youth (persons aged 15-24) accounted for 36.4% of all unemployed persons • In the lowest quintile, 18% were engaged in elementary occupations. • 80.2% of households worked 35 hours and over on a weekly basis.	• Several residents noted employment as being a community need. • Access to job opportunities, jobs and employment were rated between very low and low in eight of the communities, and wages low to average in all. • Even males in their traditional role as breadwinner noted that unemployment has made this difficult: *"The man must provide for his family but unemployment has made it difficult."*	• Banana farmers and other self-employed now dependent on wage employment. • Short Term Employment Programme (STEP) important to households • Fair Trade, WINFA seeking niche market for farmers. • Fair Trade versus DBPL conflict and farmers suffer. • Fisheries Department expanding capacity for income and employment generation in fishing communities. • Community tourism allowing communities to have a stake in Tourism • Tourism Sector Development project making important contribution in income and employment.
Education	• School enrolment was almost universal with 97.5% of 5-9 year olds and 98.3% of 10-14 year olds enrolled in schools respectively. • Absenteeism (proportion of students missing at least one day of school in the reference week) was 2.3%	• Several men said that they had dreamed of being able to meet their basic needs and to be able to provide for their families, several also dreamed of furthering themselves, of obtaining a better education, and of becoming a professional. • Some persons mentioned missed educational opportunities: • *"I wanted a better education but my parents didn't have enough money to send me to school so I had to go to work to support my brothers and sisters and myself."* • *While others noted the importance education in affording persons the ability to move out of poverty and improving their living conditions:* • *"Education is the most important thing."* • *"Children need education in order to better themselves and do better than their mothers."* • *"Education important I don't want to see my children turn out like me."* • Many parents found it difficult to provide their	• Adult education programme attracting women mainly. • Young men not participating in Adult Education in spite of lack of education and even of illiteracy. • The Centre Where Adolescents Can Learn to Love and Serve (CALLS) offers a programme to those persons 16 years and above in which the thrust is to help people attain their full potential through skills acquisition (construction) and psychological assistance.

Issues of Poverty and Living Conditions	SLC/HBS	Participatory Poverty Assessment	Institutional Assessment
		children with what they needed in school: • *"Poverty affects my children because they can't get a good education. I doh have a computer and in order for my child to get good grades they work must be typed, but I don't have money for them to go in café. That is rich people can do that."* • Only in the Carib Territory was education rated low, and while in five communities it was rated average and in three it was rated high on the Wheel of Well Being.	
Access to Credit	• n/a	• *"Credit union should pass around to see the needs of the people."* • *"They should make more loans available."* • *"The interest too high."* • *"Credit facility is there but it not affordable.*	• Credit Unions help, but need SME focus. • National Development Foundation short on funding. • AID Bank seeks to assist SMEs, but cautious in light of difficulties faced by businesses in domestic economy.
Health/Chronic Diseases/HIV/AIDS	• Females were also more likely to report being ill than males: 38.9% of all females reported being ill compared to 30.5% of all males. • 14.1% of males and 21% of females reported suffering from chronic lifestyle diseases, including hypertension, diabetes, obesity and cancers. • 28.5% of those who reported having a chronic lifestyle disease belonged to the highest quintile; 11.2 % of chronic disease sufferers belonged to the poorest quintile. • Of all males with chronic disease, 7.9% belonged to the poorest quintile, while 24.7% belonged to the fifth quintile. • Among women with chronic diseases 14.6% belonged to the poorest quintile while 32.1% belonged to the highest quintile. • Public health centres were the first place visited for medical attention by 50.5% of respondents • 90.4% of respondents were satisfied with treatment they received • Only 13.4% of respondents reported being covered by health insurance.	• In most of the communities health was rated average, and only in two was it rated low. However, on the Quality of Life Index, balanced diet and mental health were rated low or very low in seven of the communities. • *"The clinic don't always have the medication."* • *"I cannot buy medicine it so expensive, I had to leave it."* • *"Sometimes when the doctor at the clinic give me medicine to buy I can't afford it and that worsen my health."* • *"I go to the health centre but when the doctor send me for a test is $300 and I cannot pay."* • *"If you have to take a test, no money."*	• Primary health care facilities within easy reach of most communities; • Health Promotions Unit promoting wellness. • HIV/AIDS Response Unit in place which provides testing, treatment and care, counselling as well as mounts initiatives which are oriented to prevention specifically targeting the youth and the work on the prevention of mother-child infection.

Issues of Poverty and Living Conditions	SLC/HBS	Participatory Poverty Assessment	Institutional Assessment
Disability	No Data in SLC	• There were also a number of persons with physical and mental disabilities in some of the communities Their realities are outlined below: • *"I am physically disabled not mentally disabled so I need a job."* • *"Look at my condition – I cannot work to do nothing to bring in money."* • *"Disabled people are the poorest of the poor."*	• Dominica Association of Disabled People engages mainly in advocacy, and lacks resource support for interventions. • House of Hope provides 24 hour care for persons with severe physical and mental disabilities. • There is need for more attention to be paid to persons with major disabilities as currently there is no institution within the Government to treat with them with the exception of House of Hope. • Legislation not up-to-date with Government's acceptance with UN Convention of the Rights of Persons with Disabilities.
Remittances	• Remittances accounted for 13% of all income to households in the lowest quintile and 12% of household incomes overall.	• Remittances were low in five communities, average in Roseau, Penville and the Carib Territory and high in Woodford Hill. • *"Customs killing us. When our children send a box or something for us we shouldn't have to pay all that amount at the customs."*	• Social Welfare Division helps in transfer of remittances from family members abroad to households in Dominica. • Credit Unions help manage remittance income from abroad.
Physical Living Conditions	• The majority of dwellings (74.2%) had outer walls made of concrete/concrete blocks (49.4%) and wood and timber (24.8%). • The poor were more likely to use wood/timber than any other type of material; 41.7% of those in the poorest quintile lived in homes with outer walls made of wood/timber. • 88.7% of households reported that their roof was made of galvanized sheet metal. • Pit latrines were used by 25.3% of all households with 53.5% of the poorest households using pit latrines. • Gas/LPG was used for cooking by the majority of households: 86.7%. 67.5% of those in the lowest quintile used Gas/LPG for cooking, while 28.2% used wood and coal.	• People in Silver Lake still housed in shelter that was meant to be temporary. • "*The long house is a failure*." • Inadequate shelter, housing bad. • Housing Revolution recognized in some communities.	• Housing Division contributing substantial expansion of housing in the country. • Squatter regularization ongoing. • DOWASCO has reach to all areas of the country.

Issues of Poverty and Living Conditions	SLC/HBS	Participatory Poverty Assessment	Institutional Assessment
	• 45.3% of households had a supply of water seven days per week. • 88.7% of the population had access to electricity from a public source, with as much as 75.2% of households in the poorest quintile having access to electricity from a public source. • The majority of homes: 73% were built in the period 2000 or earlier with only 8.9% of households reporting that their dwelling was built during the period 2001 to 2009 • As expected, when the number of household members increases by 1, the odds of the household being poor increases by 65%. Moreover, each additional person under the age of 15 increases the odds of being poor by 37%.		
Crime/Substance Abuse	• Overall, 2.8 percent of individuals reported having been victims of crime.	• In several of the communities, including Dubique, Soufriere/Scotshead/Galleon, Woodford Hill, Fabre/St. Jean and the Carib Territory, residents gave crime and violence a low rating. In Gutter/Tarish Pit crime was rated low but violence high, and in Salisbury and Penville violence was rated low and crime average. However crime and violence were both rated high in the urban and suburban communities of Roseau and in Silver Lake. • *"I saw some 15-18 year old boys going to the State college with cutlasses to beat up some students."*	• Thefts and burglaries have become more pronounced and there has been an escalation in drug offences, with cocaine becoming a problem in the society.
Teenage Pregnancy	• 41.1 percent of females between the ages of 15-49 reported having had their first child when they were between the ages of 15-19. • The percentage of females having their first birth during their teenage years declined as socio-economic status improved from 52.5% in the	• *"Children are sexually active at an early age."* • *"Our children are being sexually abused."* • *"Incest relationships.*	• The National Youth Council has noted that there is hidden prostitution among girls, and teenage pregnancy is one by-product of this.

Issues of Poverty and Living Conditions	SLC/HBS	Participatory Poverty Assessment	Institutional Assessment
	lowest quintile to 37.4% in the highest quintile. • 3.5 percent of females reported to have had their first child under the age of 15 years.		
Gender Inequity	• The male unemployment rate is 11.1% and the female unemployment rate is 17.6%.	• *"It have more jobs for men."* • *"Men more easy to get jobs."* • *"As women we need to be recognised as farmers."* • *"When they were distributing inputs I was overlooked as a woman."* • *"When they come to your place and see the type of work you doing and realise that you is a woman doing all that work…"*	
Natural disasters and environmental management	• n/a	• *"…go in the ravine for crab and crab and make sancoche coconut for them".*	• Office of Disaster Management engaging in public education. • Pointe Michel Village Council creating a model of community mobilisation and self-help in face of natural disaster.
Democracy and governance	• n/a		• Village councils and town councils ensure involvement of ordinary people in governance.
Economic and social structural change and poverty	• Both the percentage poor and the percentage indigent have fallen (the former was 39% in 2003 and 28.8 percent in 2009; the latter was 10% in 2003 and 3.1% in 2009. • The Carib population was 4.5 percent of the total population, but 7.8 percent of the poor; 49.8 percent of the Carib population was poor, as compared to a national average of 28.8 percent.	• Many farmers were formerly engaged in the banana industry but with the decline in the industry, several in Woodford Hill, in the Carib Territory and in other former banana producing communities, have diversified and turned to cultivation of root crops and vegetables. • Agriculture is still the main source of income and several people in the rural communities are involved in planting a large variety of root crops, some of which are bought by hucksters who travel to neighbouring islands. At the same time because of regulations that control certification to sell the crops, there has been a drastic decline in the numbers of persons involved in agriculture.	• The period of deep crisis in 2000/2001 has helped the population of Dominica to appreciate the requirements of adjustment, both fiscally and structurally. • With the decline in bananas, most ex-farmers and workers were seeking employment outside of agriculture. • Bay Oil Producers have experienced decline in incomes, with markets declining and diseases spreading without timely support from Ministry of Agriculture. • The IMF provided a loan for agriculture and this has helped in a few areas. It was the stimulus for the expansion of pork production and for investment in the Fisheries sector.

Issues of Poverty and Living Conditions	SLC/HBS	Participatory Poverty Assessment	Institutional Assessment
Causes of poverty	• The odds of being poor fall by 156% when heads have secondary education; additional tertiary level education by household heads results in a decline in household poverty levels by 210% (significant at the 7% level on the basis of the Wald statistic). • Each additional person in the household under the age of 15 increases the odds of being poor by 37%.	• Due to restrictions, bay oil producers have little, if any, control over the sale of the oil, including the price and to whom it is sold, and they complained of lack of markets for the oil. • *"We have no control over the sale of Bay Oil or how it is sold."* • *"Tell the government to buy our bay oil and we will not be poor."* • *"Allow other buyers to purchase Bay Oil."* • *"When we distil it we cannot sell it on the market."* • *"I make bay oil but there is no market."*	• DSIF, BNTF reaching their targets. • Youth at risk; women and children at risk. • Women Bureau treating with gender issues. • CALLS providing a second chance to youth.
Current policies and programmes in social protection	• 6.3 percent of individuals in the lowest quintile reported that they received monies through Public Assistance.	• *"They assist those who can already afford. Those who need the assistance never get it."* • *"I have seven children I am unemployed and yet I don't get any assistance from "Welfare."* • *"I went to Welfare for some help they tell me they coming, up to now I still waiting."* • *"We trying but we not getting help from the government."* • *"Welfare must learn to give public assistance on time."* • *"Some people who need assistance do not know about the organization."* • *"Welfare should try to increase the amount given."* • *"Too many young people depend on welfare for assistance."* • *"When we stop depending on government to do things for us then we can say we developing. It is time to take our development in our own hands."*	• The Social Welfare Division, CALLS, Legal Aid, Christian Children's Fund offer programmes that allow for social protection.
Donor agencies and pro-poor interventions			• Poverty reduction and social protection-World Bank • Social Investment Fund-EU • Government of Venezuela, ALBA, PETROCARIBE • CDB- Basic Needs Trust Fund. • FAO, IICA and agricultural planning. • Youth Quake promoting the rights of the child.

RECOMMENDATIONS

The country has to redouble its efforts at poverty reduction, remaining forever sensitive of the whole system threat that it faces from the sheer nature of its environment. Given its small size, its capacity to survive depends always on its ability to export competitively in the evolving international economy. The experience of the last decade demonstrates that, in the final analysis, only a radical restructuring of its economy will allow it to improve levels of living and thus, reduce poverty. In building a new economic base, certain parameters need to be taken into account:

- There is relatively good agricultural land that can support production capable of holding its own in the international economy;
- Regional accords – CSME, OECS integration – and international agreements – EPA, WTO – impose on producers of goods and services in Dominica, a competitive orientation which has to be anchored on the use and application of Science and Technology whether developed at home or adapted from abroad; and
- Given the inevitability of small scale operations, in its economic structure. Dominica has to be forever committed to the Economics of Scope, and the development of resilience.

Given the agricultural base for a fair share of its transformation platform, it has to reorganise the structure of its agricultural enterprise, and reinvent agri-business for a new dispensation. Contingent requirements are:

- Identification of crops for fresh market supplies;
- Technology and processing for small scale agricultural enterprises;
- Extension Services and diversification of agricultural production: reinventing the Banana model for non-banana agriculture including R&D;
- Land reform and family based enterprises in Dominican agriculture;
- Elaborating corporate arrangements for marketing agricultural produce and promotion of agri-business; and
- Negotiation with Fair Trade, WINFRESH and other market operators.

The country would need considerable technical, financial assistance to permit for this transformation. Moreover, the Ministry of Agriculture would need to support the radical transformation of agriculture. Land for agriculture remains an issue to be addressed in the face of the hotel and tourism thrust, which impacts real estate. The Government and the ECCB will have to examine the advisability of the Government becoming a major player in management of the land assets of the country and in finding ways to maximise benefits therefrom in the national interest: Real Estate Trusts cannot be rules out.

The other sectors that would allow for competitive participation in the international economy in the short to medium terms, are the Fisheries Sector, the Hotel and Tourism Sector and the field of Culture.

There are other initiatives that need to be undertaken in reducing poverty or alleviating difficult living conditions. These include:

- Reversing the spread of the Underground Economy, evident in drug peddling and increasingly prostitution;
- Reduction of teenage pregnancy and the Abuse of girls and young women;
- Overcoming underperformance is the Educational system and the creation of a knowledge base in the society;
- Improving the catch-up process for the Carib Community;
- Eliminating the segmentation of labour markets by gender and other characteristics;
- Mobilisation of Financial Resources including Diasporic Funds;
- Upgrading of Farming Community;
- Promotion of Domestic Entrepreneurships; and
- Rationalisation of Social Protection and the Social Safety Net.

A range of measures has been summarised in tabular form in a Development Action Matrix, and presented in Table IV: this essentially outlines a bare-bones poverty reduction strategy to be implemented in response to the findings from this CPA. It is a mix of developmental initiatives to raise the productive base, at the same time as the most vulnerable and defenceless in the society are protected with the resources that can be mobilised in that regard.

In the final analysis, the task of poverty reduction rests essentially on creating a major dynamic in the export sector and depends on the choice of development path and on the building of competitive people in Dominica, which is blessed with beauty and natural bounty but also is forever threatened by capricious Nature.

TABLE IV: DOMINICA - DEVELOPMENT ACTION MATRIX

Goal	Key Issues to Address	Strategy/ Action	Output/Expected Result	Implementing Agency	Time Frame to Implementation	Initial Cost/ Capital Requirements	Potential Challenges	Cross-Cutting Issue(s)
Reduce Vulnerability to Natural Disasters	Susceptibility to: Sea-level rise and coastal erosion	Develop Inventory of most-at-risk settlements and relocate; Plan and build sea defences where practical	Reduction in coastal erosion/ Reduction in communities at risk	NEMA/ Donor Agencies, Ministry of Environment, Natural Resources, Planning and Fisheries	Medium to Long Term: 2011-2030	Very High	High Outlay and Maintenance costs; Increased Debt; Changing Public Perception of Country Risk	Public Education/Sensitivity on Natural Disaster Vulnerability and Risk
	Volcanic Eruption	Relocation of Most-at-risk settlements; Identification and Placement of Strategic Muster Points; Emergency Shelters	Reduction in communities at risk	NEMA/ Donor Agencies, Ministry of Environment, Natural Resources, Planning and Fisheries	Medium to Long Term: 2011-2030	Very High	Donor Funding/ Borrowing from Multilaterals;	Differential Gender Dimension and Natural Disaster Vulnerability
	Hurricanes	Retro-fitting and Upgrading of Building Codes;	Increase in percent of structures that can withstand Cat 3 hurricanes/ reduced collateral damage	NEMA/ Donor Agencies, Ministry of Environment, Natural Resources, Planning and Fisheries	Medium to Long Term: 2011-2030	Very High	Difficult Terrain for Relocation;	Disaster Risk Management Fund (National Savings)
	Earthquakes	Retro-fitting and Upgrading of Building Codes; Identification and Placement of Strategic Muster Points	Increase in percent of structures that can withstand earthquakes/ reduced collateral damage	NEMA/ Donor Agencies, Ministry of Environment, Natural Resources, Planning and Fisheries	Medium to Long Term: 2011-2030	Very High	Public/ Private Cooperation;	Differential Gender Dimension and Natural Disaster Vulnerability
Build Sustainable Agri-Business Sector	Land Use Policies	Development of a Land Use/ Reform Policy; Set Up Framework to make more land available for Agri-business/ Production; Assessment of Infrastructural Requirements; Analysis of Soils/ Environmental Requirements	Equitable and efficient distribution of land for agriculture in context of viable sized operations	Ministry of Agriculture/ Fisheries, Physical Planning Department, and Land and Survey Department	Immediate-Short Term: 2011-2012	Medium	Tenure, Titles and Legal Ramifications of Land Distribution, Redistribution and Agglomeration of Small Parcels	Identification of new farmers prepared to engage in competitive agri-business operations; Facilitative Land Transfer Arrangements; Food Security; Major Capital Outlay

Goal	Key Issues to Address	Strategy/ Action	Output/Expected Result	Implementing Agency	Time Frame to Implementation	Initial Cost/ Capital Requirements	Potential Challenges	Cross-Cutting Issue(s)
	Market Conditions: CSME, OECS Integration, EPA	Review of CSME, EPA and identification of market opportunities (legal, proportional, etc)- Develop strategy to capture opportunities; Establish institutions currently lacking to improve competitive advantage	Optimization of all advantages accruing specifically to Dominica from CSME/ EPA	Ministry of Trade and Industry/ Foreign Affairs	Immediate-Short Term: 2011-2012	Medium	Cost of Establishing Institutional Framework, Legal Ramifications	Establishment of SMEs
	Diversification of Crops/ Supply Inputs	Analysis of Competitive advantage in available crops, Intensification of local content; Draft Plan for Fisheries Industry	Optimization of agriculture/ fisheries production	Ministry of Trade and Industry/ Foreign Affairs; Ministry of Agriculture and Fisheries	Immediate-Short Term: 2011-2012	Medium	Potential Trade-offs in Crop Production; R&D, and Infrastructure of Extension Services and Marketing lacking; Trade and Competition Rules of WTO	Food Security and Food Import Bill; Land Use Policy
	Technology	Introduce new Bio-technological Techniques for Crop Production; Introduction of New Technologies for growing/ harvesting; Establish Agri-Business Research and Training Centre	Increased quality and quantity of output/ Greater competitive edge	Ministry of Trade and Industry/ Foreign Affairs	Medium to Long Term: 2011-2030	High	Major Capital Outlay, Long learning Period; Long Gestation Period; Sourcing Initial Technical Expertise	Science and Technology in School Curriculum; Training and Orientation of Workers; Susceptibility to Exogenous Shocks
	Extension Services	Re-organise Extension Services with wide remit re crops and agri-business; Intensify Research and Development; Develop New Modes of Production	Sustainable innovation built-in to agribusiness sector	Ministry of Agriculture; Ministry of Trade and Industry	Medium to Long Term: 2011-2030	High	Sourcing initial technical expertise	Attracting high quality personnel in agriculture and in agribusiness - Intrapreneurship and Entrepreneurship
	Marketing Finished Products	Raise standards in packaging and presentation; Develop standards for quality, consistency and finish; Establish Distinct Brand for products; Foster Business Environment and enforce above standards.	Products are WTO compliant, internationally competitive and can capture a premium international market	Ministry of Trade and Industry/ Foreign Affairs	Medium to Long Term: 2011-2030	Medium	Cost of Establishing Institutional Framework; Securing Buy-in by Corporate Sector;	Development of Standards Bureau; Inculcation of commitment to meeting high standards

Goal	Key Issues to Address	Strategy/ Action	Output/Expected Result	Implementing Agency	Time Frame to Implementation	Initial Cost/ Capital Requirements	Potential Challenges	Cross-Cutting Issue(s)
Eliminate Underground Economy	Lack of Formal Sector Options for young men and women	Sustained Programme at community level to redirect youth to alternative path of livelihood; Institutionalisation of Second-chance Programmes and improving access to youth across the entire island	Fewer youth falling prey to drug trade/ reduction of prevalence of perverse incentives	Ministry of Education; Ministry of Social Services/ Sport and Youth Affairs	Immediate-Short Term: 2011-2012	High	Changing the Perception of available incentives among youth	Institutional Quality and Corruption
	Deepening Presence of International Narco-trafficking Industry	Robust policing of marijuana agriculture and narco-trafficking/ Making borders impermeable to narco-trafficking	Reduction in crime/ reduction in prevalence of perverse incentives	Ministry of Social Services/ Ministry of National Security; Police Services	Immediate-Short Term: 2011-2012	High	Lack of technical expertise to combat drug trade	
	Adequacy of Justice System	Review of Court System	Reduction in backlog of cases/ Develop purpose-built courts/ Reduce tendency towards perverse incentives (Officials)	Departments responsible for resourcing the Judiciary	Immediate-Short Term: 2011-2012	Medium	Funding	
Reduce Teenage Pregnancy (See recent UNICEF Study-Dominica)	Teenage Pregnancy/ Susceptibility of young girls to older men	Develop programmes to reach girls and to educate them on Family Life Issues, Draft and Implement Child protection laws (specific to teenage girls at risk)	reduction of teenage pregnancies/ Deter Abusers	Judiciary/ Ministry of Social Services, Ministry of Health, Agencies Responsible for Gender Affairs	Immediate-Short Term: 2011-2012	Low	Intersects with problems of poverty/ vulnerability	Incest and Other Child Abuse
	Pedophilia	Draft and Implement Child protection laws, Anti-child pornography laws, Develop a system of Registering Offenders/ Monitoring their movement from community to community	Protection of Young children/ Deter Abusers/ Keep former Abusers in constant check	Judiciary/ Ministry of Social Services, Ministry of Health, Agencies Responsible for Gender Affairs	Immediate-Short Term: 2011-2012	Low	Raising social awareness/ Fostering cooperation in sections of society where denial of the problem is prevalent	Culture of Transactional Sex in Society at large

Goal	Key Issues to Address	Strategy/ Action	Output/Expected Result	Implementing Agency	Time Frame to Implementation	Initial Cost/ Capital Requirements	Potential Challenges	Cross-Cutting Issue(s)
	Under-age Sex	Implement Sex Education, Outreach to Parents/ Guardians, Family members and Teachers to educate them on incidence between siblings/ between young children	Reduce likelihood of under-age sexual activity	Judiciary/ Ministry of Social Services, Ministry of Health, Ministry of Education, Agencies Responsible for Gender Affairs	Immediate-Short Term: 2011-2012	Low	Technical Capacity may be lacking/ Funding	Social Stigma/ Denial
Improve Educational Performance	Upgrading Curricula at all levels in line with requirements of global competition	Improve content of curricula (primary and secondary) by incorporating broader-spectrum; Enforce importance of Science and Technology (at primary level); Incorporate ICTs	Train students from Primary school level to be inherently competitive/ Armed with relevant knowledge	Ministry of Education and Human Resource Development/ Trade and Industry	Immediate-Short Term: 2011-2012	Medium	Training teaching staff/ administrative personnel in the short term	Cooperation between Parents/ Education System
	Disparity in performance between boys and girls	Study factors responsible for differential performance; Develop programmes to target sexes in more meaningful ways; Expand programmes of BNTF and DSIF focused on youth development and training; make training and educational upgrading attractive.	Balanced performance between boys and girls	Ministry of Education and Human Resource Development/ Trade and Industry	Immediate-Short Term: 2011-2012	High	Psychological Studies are needed/ Chances for long term funding slim	Funding
	Access to/ Participation in Post-Secondary, and Tertiary Education and in post-school upgrading generally	Negotiate opportunities for scholarships/ student assistance and funding with Third Countries (US/ EU); Work towards developing and nurturing domestic tertiary institutions; develop highly proficient centres of excellence in relevant research areas (e.g. Marine biology, volcanology/ geology); seamless post-school education and training and life long education	Better utilisation of natural talent; Continuing Education and self-upgrading made attractive to youth; Inculcation of life long education and training; promotion of capacity for domestic innovation	Ministry of Education and Human Resource Development, Ministry of Community Development; Trade and Industry	Medium to Long Term: 2011-2030	High	Reduction of funding as an impediment to access; Technical expertise needed to start Centres of Research Excellence	Importation of Initial Human Capital Requirements

Goal	Key Issues to Address	Strategy/ Action	Output/Expected Result	Implementing Agency	Time Frame to Implementation	Initial Cost/ Capital Requirements	Potential Challenges	Cross-Cutting Issue(s)
Accelerate Catch-Up Process of Carib Community	Elimination of economic and social marginalisation of Carib Community	Provide Resources for participation of Carib Community in National Development/ Promote Development in Carib Community; Address Historic Institutionalised Discrimination against Carib Community; Ensure facilities for out-of-school youth and adults eg Information centres equipped with Internet	Integration of Carib Community into National Community on their terms	Carib Council, Office of Prime Minister and Department of Carib Affairs	Medium to Long Term: 2011-2030	Medium	Reducing embedded Social Discrimination; Agitating for equitable rights for Carib Community	Poverty Reduction
Reduce Labour Market Segmentation	Gender-segmented labour market; Social and Economic gender barriers	Opening up of training and educational opportunity irrespective of Gender; Day-care and Evening-care to allow women with children to participate in job related training and evening programmes	Men and women participating equally across sectors and occupations in keeping with interest and skills	Ministry of Labour, Department of Gender Affairs	Medium to Long Term: 2011-2030	Low	Lack of institutional support to allow women to train for certain positions; lack of facilities to allow participation of women in male dominated jobs	Poverty Reduction
Upgrade Farming Community	Massive upgrading of Farmers to level of Scientific Agriculturalist Business persons	Incorporate cutting edge Bio-technology in agriculture; Modernise Agriculture; Establish Technology-based Agriculture School/ Research Centre, focusing on optimizing production of local food crops	Expanded production from Agricultural sector	Ministry of Agriculture; Ministry of Industry and Commerce	Medium to Long Term: 2011-2030	High	Retraining of Older Farmers; Drumming up interest in Agricultural Production among the youth	Development of Agribusiness as part of dynamic economic activity of Dominica; External Competitiveness as an abiding principle in economic organisation
Mobilize Financial Resources, Including Diasporic Funds	Expanding Resources for National Development	Develop mechanism and institutional means to increase domestic savings and expand resources available to economy	Higher savings with accretion of Diasporic Funds	Ministry of Finance with agreement of ECCB; credit unions as conduit of funds of nationals abroad investing back home	Medium to Long Term: 2011-2030	Medium	Establishing appropriate linkages with Diasporic Communities without running afoul of laws in countries where resident	Provision of appropriate regulatory environment for funds under management of credit unions and other agencies receiving Diasporic Funds
Reform Land Use	Land Reform and Land Distribution	Review of past land reform programmes and facilitate rules for transfer	Easier access to land for prospective agriculturalists or farmers	Ministry of Agriculture; Legal Affairs	Immediate-Short Term: 2011-2012	Low	Legal difficulties in administering transfers of land; Speculation in land with foreigners seeking to invest in villas and retirement homes	Physical Planning and retention of lands in agriculture

Goal	Key Issues to Address	Strategy/ Action	Output/Expected Result	Implementing Agency	Time Frame to Implementation	Initial Cost/ Capital Requirements	Potential Challenges	Cross-Cutting Issue(s)
Establish National Food Security	Promotion of Local Food Production/ Consumption	Promote Domestic Food in Local Diet and in Haute Cuisine; Remove social aversion to domestic food supply through campaigns among chefs and local competitions; market use of domestic food in improving wellness	· Increased Domestic Supply of Food; Improved Status of local cuisine	Ministry of Agriculture and agency responsible for Consumer Affairs	Immediate-Short Term: 2011-2012	Low	Changing Social Perception of Local Produce; Promotion of Demand for Imports by Distributors; Traditional mind set	Agribusiness development as business enterprise; External Competitiveness; Wellness and use of domestic supplies
Promote Domestic Entrepreneurship	Increasing involvement of national in all areas of Entrepreneurship	Develop sectoral profiles demonstrating opportunities and requirements, as well as challenges; Engender environment where citizens recognize and capitalize on entrepreneurial opportunities; start enterprise training in schools and modify curriculum in business studies	Dominicans oriented with culture of business and enterprise	Ministry of Planning and NGO community, Ministry of Trade and Industry; Ministry of Education	Immediate-Short Term: 2011-2012	Medium	Engendering an Entrepreneurial Culture	Competitiveness spirit and self-concept of Dominicans vis-à-vis the rest of the world
Rationalization of Social Safety Net	Restructuring of Social Safety Net	Collaboration among agencies involved in the delivery of social services	Social Safety Net with better targeting and with conditional transfers to induce appropriate behaviour and practices among beneficiaries Information on electronic data base with all beneficiaries; all very poor, or highly vulnerable , including persons with disabilities, with social protection	Ministries of Social Welfare with other government agencies and NGO and CBO representation	Immediate-Short Term: 2011-2012	Low	Coordination of Agencies accustomed to autonomy from one another;	Guaranteeing social protection to all who might need without creating dependency syndrome in the society
Eliminating latrines as toilets	Increasing access to flush toilets among the poor	Build and install facilities for flush toilets in homes and in communities	Safer faecal waste disposal	Ministry of the Environment, Ministry of Planning, Environmental Health Division, Basic Need Trust Fund	Immediate-Short Term: 2011-2012	Low	installation of flush toilets on small lots can lead to foul water seepage and poor air quality	Development of sewer systems in urban communities

CHAPTER ONE: INTRODUCTION

1.1 BACKGROUND

This assessment of living conditions in the Commonwealth of Dominica undertaken in 2008/2009 provides a quantitative and qualitative analysis of the level and distribution of poverty in the country. The study started late in 2007, but got fully into gear in 2008. This Country Poverty Assessment (CPA) has to be seen against the backdrop of an earlier study in the decade, which was completed in 2003. While there are a number of methodological differences in the two studies, which factor limits comparisons, there are some data by which the degree to which change has taken place over the period, can be assessed.

A critical requirement in these reports is the development of recommendations for policies, strategies, programmes and projects that could be undertaken to reduce the extent and severity of poverty. The earlier poverty report was the basis for initiatives undertaken by the Government and a range of stakeholders in the period leading up to 2010. Likewise, this report has led to the development of recommendations in line with the findings and against the backdrop of policies and plans implemented to reduce the poverty level that was discovered in the first half of the decade.

The countries of the Commonwealth Caribbean and the English-speaking Caribbean have all conducted poverty assessments in the last two decades. The Caribbean Development Bank (CDB) and several international institutions have assisted regional Governments in their efforts to quantify the poverty situation in the respective countries. Indeed, there are countries where there have been doubts that there existed poverty given the high rates of growth and the level of transformation that have been witnessed in some number of them. However, the experience, in the most part, has been one of slower growth and even reverses, largely because of trade adjustment and natural disasters.

There are countries that have conducted more than one poverty assessment exercise in the last fifteen years. It is only Jamaica however, that has fully institutionalised the conduct of standard surveys of living conditions on an annual basis. Such annual assessments have allowed that country to engage in a level of targeting that is superior to that achieved elsewhere in the region. Moreover, with the frequency of such studies, it is possible to conduct special exercises from one time period to another, focusing on different issues that relate to poverty.

This study was funded by the CDB, with collaboration and financial assistance from the Department for International Development of the United Kingdom (DFID), the Canadian International Development Agency, the United Nations Development Programme (UNDP), the World Bank (WB) and the Inter-American Development Bank (IDB).

1.2 DEFINING POVERTY

Poverty can be defined as any situation in which an individual, a group, or a community fail to achieve some acceptable material standard of living. This standard is usually defined in terms of a poverty line. The poverty line is the consumption (or income) level that separates the poor from the rest of the population on the basis of this material base; it is comprised of an absolute and a relative component. However, the use of a poverty line is fraught with a range of issues that have kept debate raging over the years, and more so since poverty analysis has attracted many researchers in the light of the failure of countries to improve the poverty situation in their countries. Comparisons over time and among groups in different circumstances seldom are without controversy. However, there has been a growing consensus on what needs to be measured.

It can be argued that the formal study of poverty in the Caribbean dates back to the period following the Great Depression. The entire region ignited in the late 1930s as the populations of the region rejected the social and economic order that kept so many of them locked in inhuman conditions. The Moyne Commission, which was appointed after the riots that took place across the region, exactly a century after Emancipation, confirmed the poor living standards under which large sections of Caribbean people lived[4].

Arthur Lewis as a young academic, made his own submission to the Commission, which contained penetrating insights on the causes of poverty and was more fully elaborated in his short book entitled 'Labour in the West Indies'[5]. This is perhaps the most important documentation of poverty in the region at that point in time, and can be seen as the first analytical piece on the issue.

The recommendations of the Report of the Moyne Commission, therefore, can be seen as the framework of policy and programme response to the poverty situation described and analysed by Lewis. Caribbean Governments for the most part introduced measures to mitigate poverty in the Region. Many of these measures were inspired by the social attitudes to the poor in Britain itself. At the very least, there was to be state-supported Poor Relief for those who, by assessment of a means test, could not support themselves. But there were other provisions relating to the compulsory attendance at primary schools, school feeding for poorer children, primary health care, low-income housing, and even some legislation for the protection of workers and for their representation before their employers.

[4] The West India Royal Commission (the Moyne Commission Report) 1938-39.
[5] Lewis, W, A. (1937) Labour in the West Indies.

The thrust to decolonisation, from self-government and then to formal political independence was to be accompanied by improvement in social provisions for the poor in the countries of the region. The Governments of the region as they came to take their place in the comity of nations, responded also to the influences of international society which became increasingly involved in defining the development issues for the newly independent countries. While programmes were not always defined in terms of poverty reduction, there was the implicit assumption that whether development was a stages phenomenon, or a function of some big push, the end result was going to be an economy in which higher material standards would have percolated down the poor in society.

Various and divergent prescriptions were to emerge and to provide a source for debate over the Development Decades in which the international community set targets for growth, employment, trade, market access, and even for international assistance. By the late 1970s in the face of a debt crisis in much of the developing world, the Washington Institutions – IMF and the World Bank – created perhaps a clear ideological divide in espousing the magic of the marketplace as the main ingredient in permitting factors to realise their maximum income in the context of allowing prices to get things right. However, in the face of the havoc to social indicators wrought by programmes of stabilisation and structural adjustment, especially on the most vulnerable in poor countries, alternative perspectives on development were revisited and became in vogue.

Sen (1987) introduced the concept of entitlement and capabilities into the discussion of poverty, which was not only about food requirements, and freedom from hunger, but also about the capacity for self-actualisation.[6] The United Nations Development Programme (UNDP) with Ul Haq proposed the use of the simplest measures of well being to incorporate more than per capita GDP. Singer (1989) argued for tempering the structural adjustment measures of the World Bank with 'human face' qualities, and the Bank itself became more involved in the examination of poverty issues, and took the lead in developing the methodology for its measurement[7].

In the late 1970s, the CDB had already adopted a Basic Needs approach to development, in its attempt to discharge its mandate in the development of the region, and in improving the lot of the poorest of the poor in the Caribbean context. The institution succeeded over the years in getting other international agencies to partner with it, addressing the problem of poverty in the region. Thus, as the language of development changed to HDI and to poverty mitigation and

[6] Sen, Amartya. (1987). The Standard of Living, Cambridge: Cambridge University Press.
[7] Singer, H. W.(1989). "The World Bank: Human Face or Facelift? Some Comments in the Light of the World Bank's Annual Report," World Development, Vol. 17, No. 8, pp1313-1316.

reduction, the CDB was to maintain a consistent focus on the problem in general and on poverty in particular.
The start of the new millennium was the occasion to revisit the international goals which got renewed in the Millennium Development Goals (MDGs). By the mid 1990s, the CDB had already adapted its approach to poverty assessment by taking on board best practices in various methodological approaches, and as the international community embraced the MDGs at the end of the last century, it became engaged very quickly with other regional partners in adapting the MDGs and performance on them for measuring progress in the Caribbean.

The CDB's approach now consists of a Survey of Living Conditions (SLC) founded on indigence and poverty lines, a Participatory Poverty Assessment (PPA), an Institutional Analysis (IA), and the generation of MDG indicators using a Caribbean scalar. More recently, the Bank has sought to embrace the Poverty and Social Impact Assessment (PSIA) in its approach to measurement of performance; however, it turns out that the PSIA requires far more data than can ordinarily be assembled in the typical poverty assessment.

1.3 TERMS OF REFERENCE

This study reviews living conditions in the Commonwealth of Dominica and seeks to identify the factors responsible for poverty in which some share of the population of Dominica has been trapped. The study starts from the premise that a mix of factors embracing political, economic, social and socio-psychological are involved in explaining the poverty evident in the country at the end of the first decade of the 21st century.

Like other countries of the Caribbean, the economy and its capacity to produce as an appendage of the British metropolitan economy were the raison d'être for state formation that exists today. The vast majority of its population are the descendants of the forcible relocation of African slaves on this Caribbean island in the 17th and 18th centuries. Thus, the study which is reliant mainly on cross-section data and information, has to be contextualised against the historical evolution of a country recently emerged from a colonial economic and political system.

In general the study attempts to document:

1. The level of poverty and indigence in the country;
2. The causes of poverty among the groups that have succumbed to poverty; and
3. A viable programme of action to reduce poverty, and to empower the poor to embark on paths for a sustainable platform to maintain themselves out of the entrapment of poverty.

1.3.1 OBJECTIVES

The primary objective of the CPA is to assess the current living conditions of the population of Dominica and to identify the policies, strategies, programmes and projects that would reduce the extent and severity of poverty in the country.
Specifically the CPA sought to:

(a) measure the indigent and poverty line for Dominica and determine the characteristics, extent, geographic concentration, severity and causes of poverty (by age and sex);

(b) analyse the different types of poverty manifested i.e. chronically, new, transitory poor etcetera, and identify structural disadvantages faced by each group;

(c) assess through participatory research methods involving different social groups, the experience of poor households and communities;

(d) assess how poor households and individuals manage risks and identify the assets and coping strategies used by them;

(e) identify and analyse the dynamic links between poverty and the following:

  (i) employment, unemployment, and conditions in the formal and informal sectors and poverty, (e.g. size, composition and changes in the structure of employment, sectoral distribution, the relative position of men, women, and youth and their earnings/incomes);

  (ii) issues affecting development of the natural resources sector (e.g. agricultural production, land use policy, financial and infrastructural support, environmental constraints and market access);

  (iii) social development issues, such as squatter settlements, increased crime, human security, human trafficking, commercial sex, abuse of children, substance abuse and HIV/AIDS;

  (iv) access to housing and housing conditions;

  (v) educational attainment;

  (vi) structural changes in the society (economic and cultural) and the generation;

  (vii) maintenance or reduction of poverty;

  (viii) processes of social, economic, cultural, civil and political discrimination, social exclusion, including access to human rights based on gender and age groups;

  (ix) economic growth and development polices;

  (x) social and economic inequality;

(xi) gender equality with a focus on intra-household relations, including allocation and the use of income within the household;

(xii) natural hazards and disasters and disaster risk reduction including short term and medium term impacts on the poor; and

(xiii) governance (e.g. democratic processes, participation of Civil Society, including child focus organisations, youth and women's Non-Governmental Organisations (NGOs), in governance, government transparency and accountability, capacity within government to plan, deliver and monitor pro-poor and participatory programmes).

(f) undertake a comparative analysis of poverty, social and economic conditions in relation to results of previous CPAs or other poverty assessments;

(g) analyse the level of social vulnerability including the construction of an index and characteristics of vulnerable households;

(h) analyse the impact of past and current social and economic policies and the institutional and legal environment on poverty, (particularly public expenditure, resource allocation and the impact of monetary and fiscal policies on expenditure and resource allocation), the regulatory social and legal framework, the institutional arrangements and socio-cultural systems;

(i) analyse the constitutional, legal and policy framework for meeting obligations with reference to core international human rights instruments and their governing bodies;

(j) assess the effectiveness of existing responses by government institutions, NGOs and Community-Based Organisations (CBOs), including women and youth groups, to the poverty situation. This should also include an assessment of the impact and adequacy of available resources for poverty reduction, safety nets and other programmed interventions to alleviate or reduce poverty, including, where necessary, non-formal mechanisms;

(k) assess the pattern of public spending as it relates to issues of inequality between men and women, different age groups, ethnic groups, and geographic location;

(l) assess the extent to which public revenue measures such as user fees for social services affect poor women, men, youth and children;

(m) identify current and propose additional priority civil society and public actions required to assist in moving households out of poverty; and

(n) develop a draft programme of action which sets out strategic options for addressing critical issues emerging from the research and proposals for improving existing social development programmes, or changes to social and economic policy, as well as investment projects to strengthen or enhance the effectiveness of Government, NGO and CBO efforts to sustainably reduce poverty.

The assessment process was designed to afford the opportunity for training and institutional strengthening in Dominica. It is expected that as a result of training undertaken during the CPA, personnel in key agencies would be able to undertake future poverty assessments and to monitor and evaluate the impact of poverty reduction policies, strategies and programmes on an ongoing basis, with data that can be sourced from within the social and economic system of Dominica.

1.4 THE PARTNERS

The Caribbean Development Bank (CDB) had the primary role for supervising the project with the collaboration of the Government of Dominica.

A National Assessment Team (NAT) had the responsibility for administering the project, and ensured the coordination of the work of the Team of Consultants with the required involvement of key agencies such as the Department of Statistics, and other agencies whose inputs were critical in the conduct of the study. The work of the NAT was managed by a Coordinator. The NAT had responsibility for data gathering and data entry, and for field activities related to the various areas of the CPA. The members of the NAT came from the public and private sectors and from the NGO community.

The Team of Consultants, (TOC) had the responsibility for providing guidance to the NAT and resolving problems of implementation in association with the Coordinator of the NAT. The TOC conducted workshops and consultations, and trained local persons to conduct interviews for the Participatory Poverty Assessment and the Institutional Assessment.

The services provided by TOC included *inter alia*:

- Collating and analysing the statistical data and information already available;
- Strengthening the capacity of relevant agencies through training of appropriate local counterparts (including members of NAT) in the use of participatory approaches and in the application of the agreed assessment methodology, to do the requisite field work and to monitor poverty indicators and conduct future CPAs;
- Designing the process to ensure the strategic involvement of all stakeholders with the objective of ensuring that CPA provides policymakers, programme managers, NGOs, and communities with the information that they require;
- Facilitating stakeholder workshops at key points in the process to ensure that key stakeholders are actively involved in the poverty analysis and the discussion of strategic options for addressing critical issues emerging from the research and analysis; and
- Generating the various reports of the assessment exercise.

1.5 STRUCTURE OF THE REPORT

The Report is presented in four volumes:

Volume I:	Main Report
Volume II:	The Participatory Assessment
Volume III:	Institutional Assessment
Volume IV:	Technical and Statistical Appendices to the Main Report.

This document, the Main Report (Volume I) addresses the key findings and recommendations of the study.

CHAPTER TWO: METHODOLOGY

This Country Poverty Assessment, which has to be contextualised against the Macro-economic and Social Environment of Dominica, consisted of three core elements: a combined National Survey of Living Conditions (SLC) and Household Budgetary Survey (HBS)[8], a Participatory Poverty Assessment (PPA), and an Institutional Assessment (IA).

2.1 SURVEY OF LIVING CONDITIONS (SLC) AND HOUSEHOLD BUDGETARY SURVEY (HBS)

This survey was designed to collect the quantitative data on living conditions in Dominica, and provided the basis for the calculation of the Poverty Line. The comprehensive Survey of Living Conditions (SLC) combined with a survey of household income and expenditure, sought to collect information from households on their buying habits (expenditures), income and other characteristics. This information was then used to relate the expenditures and income patterns of consumers (households) to the socio-demographic and other characteristics of those same households.

The Survey of Living Conditions (SLC) questionnaire was administered to a systematic, stratified random sample of **877 households** representing **2,673 individuals,** throughout Dominica.

In addition, the survey also provided the following type of data on households:

a. Valuable data for assessing the impact of socio-economic policies on the conditions and levels of living of households;

b. Inputs for the compilation of national accounts of the household sector which is useful in the process of calculating the growth rate of the economy;

c. Statistics on the distribution of income and expenditure in Dominica;

d. Household level information on the poor, their characteristics and expenditure patterns when compared to other groups in the society;

e. Information on household consumption of various goods and services; and

f. Information to assess the cost of provision of public health and education services and the level of satisfaction of the population with these services.

[8] The inclusion of a survey of household budgets allows Governments to make adjustment requiring updates to their national consumer baskets as a basis for the measurement of inflation without having to repeat in separate sample surveys, the collection of consumption expenditure.

2.2 THE PARTICIPATORY POVERTY ASSESSMENT (PPA)

Participatory processes are now seen as an essential component of any research to determine the level and severity of poverty in a country. These approaches do much more than provide qualitative data to complement the quantitative data produced by the more traditional surveys; they give a voice to the poor and vulnerable by providing opportunities for them to articulate their perceptions and experiences, to analyse and reflect on their reality, and to share the strategies and mechanisms that they use to cope and survive.

As such, Participatory Poverty Assessments (PPAs) deepen our understanding of poverty, its characteristics and various dimensions, and highlight the problems, needs and priorities of those who are poor. The data generated by PPAs are therefore critical in determining the type of interventions and programmes to be implemented in Poverty Eradication and Alleviation Programmes.

The objective of the PPA was therefore to:

a. Collect concrete and specific information on living conditions in selected communities in order to produce a multi-dimensional view of poor living conditions and deprivation, through the eyes of poorer people themselves;

b. Collect and analyse gender-specific data on living conditions and deprivation and coping mechanisms;

c. Increase understanding of poor living conditions and deprivation based on the perceptions and experience of individuals living in poor communities;

d. Identify the vulnerability and risks faced by resource-poor individuals and households as they strive to sustain their livelihoods;

e. Obtain information from individuals, groups and households about key initiatives that they take to sustain their livelihoods; their concerns, needs and priorities; and interventions and actions that in their view are needed in order to improve their living conditions; and

f. Generate qualitative data that can be used to formulate policies that are informed by the voices of those most affected by poor living conditions.

The PPA was launched in February, 2008, with a training session over the period February 25-29, 2008. Teams of local Field Research Facilitators as well as some members of the NAT PPA Sub-Committee were trained in the use of participatory research methods and techniques. Fieldwork commenced in March, 2008 and continued over a period of 19 months.

Information was collected from individuals, households, special interest groups, community leaders and community members in twelve selected communities in Dominica. Communities were selected based on pre-determined criteria. The communities selected were expected to represent a mix of different population demographics, primary economic activity; geographic location (urban/rural); levels of infrastructure development; and prevalence of specific social issues such as crime, drug and substance abuse.

Qualitative data were collected through a range of diverse methods, including interviews with household members and community leaders as well as community workshops, focus group discussions, and transect walks. In-depth interviews were also conducted with selected individuals from the communities. At the community workshops alone, there were two hundred and eighty four participants.

Particular attention was paid to the social and psychological impact of living in resource-poor situations and care was taken to examine the gender differences in experiences, perceptions, and coping strategies. Deliberate efforts were made to include women as part of the research sample, to include gender-specific questions in all the interview schedules, and to apply a gender analysis to the data collected.

2.3 INSTITUTIONAL ASSESSMENT (IA)

In a feedback process, institutions are shaped by society and the economy, and they in turn shape social and economic relations. Poverty reduction and alleviation depend in part on the role performed by institutions in the society and the economy and their interventions in the lives of the poor and of the non-poor. Thus, research on poverty is considerably enhanced by the examination of the institutional structures of society and an assessment of their effectiveness in treating with the poor.

The fundamental objective of the IA was to establish the degree to which organisations are pro-poor in their work, and to determine how the system of organisations and institutions in the country collectively services the poor, the vulnerable and the society in general. Specific objectives were to establish:

a. The primary remit of the organisation, that is, what was the objective in its establishment and the date of its establishment;

b. The perspectives of the leadership of the organisation in respect of the task at hand and their perception of the external environment that it faced and which is the locus of its attention;

c. The modalities of its current operations, and the source of the resources at its disposal;

d. The extent to which its leadership felt that it was contributing to the improvement of living conditions of the people of the Dominica and, in particular, of the poorer members of the society; and

e. The ways in which it might be possible for the organisation to improve its contribution to the society, if more resources were available to it.

Interviews were conducted with a total of total of forty-eight governmental, private sector and non-governmental organisations over the period March, 2008 to September 2009. Primary data collected from these forty-eight organisations, with the use of an open ended semi-structured instrument, were collated, together with secondary data available in reports and other relevant documentation on the operations and performance of these organisations.

A score was allotted to each organisation on the basis of the information provided from the interview and from secondary data sources obtained. These scores were assigned by the TOC to reflect the level of effectiveness in addressing living conditions and poverty mitigation. Scores ranged on a scale from 1 to 5, with the latter representing the highest level and the former the lowest level.

2.4 MACRO SOCIO-ECONOMIC ANALYSIS

The findings of the macro and socio-economic analysis form the context within which the quantitative and qualitative data gathered in the field can inform understanding of conditions. The macro socio-economic analysis relied on secondary information collected mainly from governmental institutions and from research that has been conducted in recent years. The analysis is based on a traditional assessment of macro-economic performance, and of broad social parameters that characterise governance and the operations of the society. Altogether, the various components of the study add up to a comprehensive assessment of social and economic conditions in the country in 2008/2009.

CHAPTER THREE: GEOGRAPHY, HISTORY AND POPULATION

3.1 GEOGRAPHY

Dominica is the most northerly and the largest of the Windward Islands. It is also the most mountainous. It is located between the two French islands of Guadeloupe to the north and Martinique to the south. It consists of a square area of slightly over 750 square kilometres, with a distance of 47 kilometres in length and 29 kilometres at its widest point. Geologically, it is part of the Lesser Antilles. Its steep slopes rise to elevations of over 1,000 metres in some locations, and most of the island is comprised of mountains, with only limited areas around the coast providing some expanse of flat lands.

The highest peak is Morne Diablotins which, at 1,447 metres, is just above Morne Trois Pitons (1,423 metres). The island accounts for nine of the sixteen active volcanoes in the Caribbean. While there has been no eruption in living memory, with volcanic eruptions estimated to have occurred some thousands of years ago, the volcanoes are deemed to be active. There are sulphuric springs and steam vents, which form part of the natural attractions of the island.

The high mountain range in the face of moisture-laden North-East Trade Winds in the rainy season guarantees that Dominica would experience high rainfall. It is the most watered island in the archipelago, and has a tropical wet climate. Rainfall levels are in excess of 500 centimetres in most locations of the island, and there are areas that experience rainfall above 900 centimetres, which is among the highest in the world[9]. This pattern of rainfall has allowed the island to retain a large rain forest relative to its square area, covering most of its superficies.

The island lies in the path of the annual hurricanes that bear down on the Caribbean islands in the second half of each year and has experienced loss of life and considerable damage due to hurricanes in the latter half of the 20th century. Hurricane David in 1979 was one of the most devastating, laying waste all of its vital banana industry and occasioning loss of life.

Roseau, its capital city and Portsmouth, its second town, are two of the largest settlements and are located on the two locations with the greatest expanse of flat lands on the west coast of the island. The limited flat land and the steep mountains that constitute its topography, has also resulted in limited space for the provision of airport facilities.

[9] http://countrystudies.us/caribbean-islands/60.htm

3. 2 HISTORY

Dominica was one of the islands visited by Columbus on his voyages to the New World in the 15th century, but did not attract the attention of the Spanish colonists, possibly because of its rugged terrain compared to other islands, and/or the fierce resistance of the Carib population which posed enough of a challenge relative to the prize of the possession. The French claimed the island in the 17th century and were the first colonial power to attempt permanent settlement. They however found it difficult to hold on in the face of constant attacks by the Caribs. The island was contested by the French and the British for over a century, and became a British possession in 1783 at the Treaty of Paris. The earlier French presence explains the use of a French patois as the *lingua franca* in the population, and more so among the elderly.

British colonisation was not vastly different to what evolved in other islands of the English speaking Caribbean; as early as the 1830s, political and social rights were accorded to non-whites and soon after Emancipation, ex-slaves were involved in the local legislature. The small British planter class lobbied and succeeded in having Crown Colony Government installed, thereby curtailing the power exercised by non-whites by the late 19th century.

In the period following the First World War, there was constant pressure from the excluded to recover the rights of representation, to which the Colonial Authorities were forced to accede in part. The matter of administration as part of the Leewards and then as part of the Windwards, for the ease of the Colonial Office, became the major political issue for the country until the formation of the West Indian Federation in 1958. When this collapsed, and facing the 'Agony of the Little Eight' Dominica became an Associated State of the United Kingdom, until it secured its independence in 1978.

The early years following political independence were turbulent by Caribbean standards. Its independence Government fell in the first year of independence, and following elections in 1980, the first female Prime Minister in the Caribbean took the reins of power. A coup attempt on the part of the first Prime Minister failed; there might have been the sentiment that Dominica would follow Grenada in having an elected Government and Prime Minister overthrown by force. This was not to be. The experience as well as the taunts of the Bishop Government encouraged the Dominica Freedom Party led by Ms. Eugenia Charles to pursue an ideological path that was fully committed to the Reagan-Thatcher axis, at a time when the Caribbean Basin was a theatre for an ideological war between left-leaning or socialist Governments and the rest.

Dominica was viewed kindly by the administration in Washington, in the context of the Caribbean Basin Initiative of the United States. Its Government was to play a signal role in the aftermath of the collapse of the Bishop-led People's Revolutionary Government of Grenada. As the region settled down with protected trade and market access – CBI, Lome Agreement – and with some inflows of foreign investment, Dominica and the rest of the Eastern Caribbean

enjoyed a period of growth, at a time when some of the larger so-called MDCs experienced problems of structural adjustment.

The early part of the decade of the 1990s witnessed the start of the new dispensation. The commitment to globalisation, the formation of the World Trade Organisation, and the creation of the political union of Europe to supersede its Common Market spelt doom for a large swathe of the banana-producing community in Dominica. Their banana operations were not competitive in the context of new market arrangements. Protective cover was eliminated as they faced more open competition from Central and South American producers, with no holds barred.

3.3 POPULATION

The population experienced a modest increase in the latter years of the last century. The population was estimated to be 60,000 in 1960, rose to 71,000 in 1970, then to 74,000 in 1980, just after the attainment of political independence. With an estimated population of 71,898 at the end of the first decade of the 21st century[10], the country has experienced declines or near zero population growth over the past three decades. High emigration rates have been a major feature of the country's demography since the 1940s and many more Dominicans live overseas than in Dominica itself. The Diaspora plays a major role in sustaining family members back home through remittances, food and other essentials, as well as being a source of investments in real estate.[11]

TABLE 3.1: SUMMARY OF POPULATION BY PARISH, DOMINICA; 1991 AND 2001

Parish	Area (sq.km.)	Population	
		1991 Census	2001 Census
Saint Andrew	179.6	11,106	10,240
Saint David	126.8	6,977	6,758
Saint George	53.5	20,365	19,825
Saint John	58.5	4,990	5,327
Saint Joseph	120.1	6,183	5,765
Saint Luke	11.1	1,552	1,571
Saint Mark	9.9	1,943	1,907
Saint Patrick	84.4	8,929	8,383
Saint Paul	67.4	7,495	8,397
Saint Peter	27.7	1,643	1,452
Total	739	71,183	69,625

Source: 1991 - "Book of the Year 2000", Encyclopaedia Britannica
Source: 2001 - Population and Housing Census, Dominica
Note: a more recent survey of the total area (here from 1961) puts it at 790 sq.km.

[10] ECCB. National Accounts. 2009 mid-year population estimate.

[11] Dominica Academy of Arts and Sciences, (2004), *Draft Dominica-Diaspora Policy Paper* in Commonwealth of Dominica. (2006). Medium Term Growth and Social Protection Strategy. 2006.

Table 3.1 shows that there was a general decline in the total population of the island by 2.2 percent from 1991 to 2001. Most of the larger parishes (St. Andrew, St. George, St. Patrick) experienced a ten year decrease in population, whereas some of the smaller parishes had grown (for example, St. John and St. Paul). Figures 3.1 through 3.3 demonstrate the ageing of Dominica's population over the last ten years. As the birth rate falls and emigration increases, the base of the pyramid has tended to shrink.

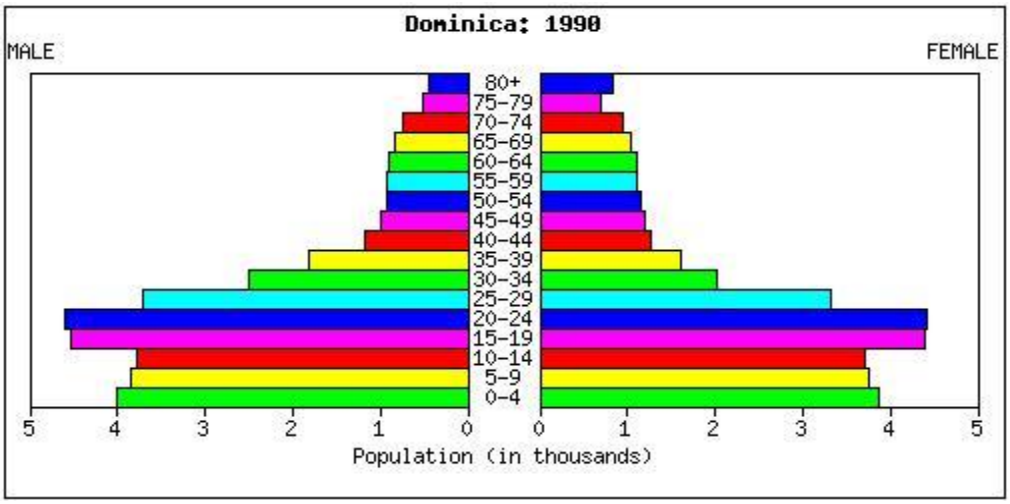

FIGURE 3.1: POPULATION PYRAMID; 1990

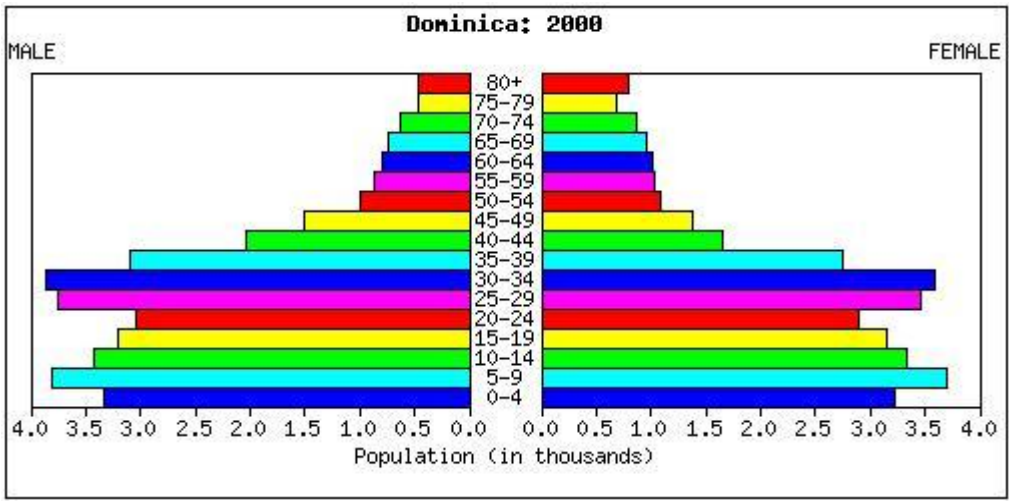

FIGURE 3.2: DOMINICA POPULATION PYRAMID; 2000

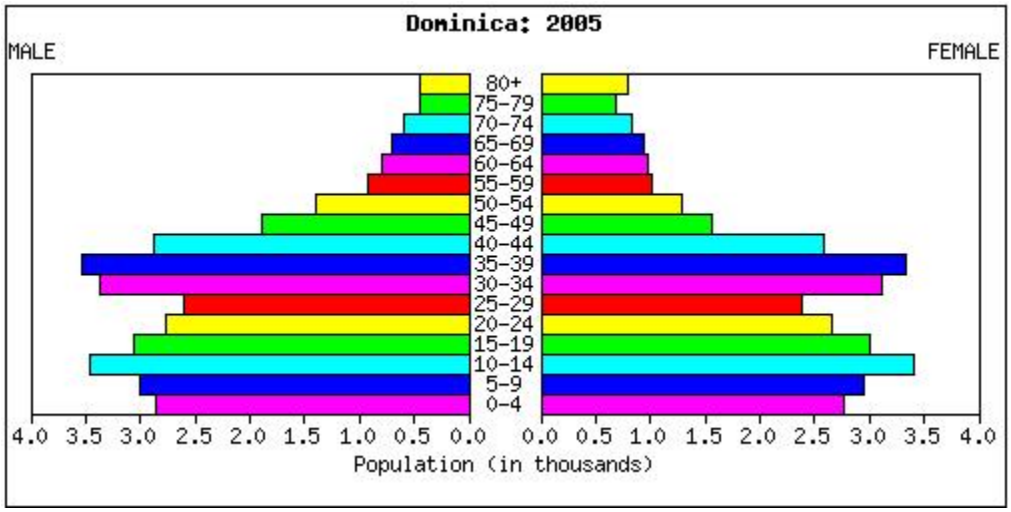

FIGURE 3.3: DOMINICA POPULATION PYRAMID; 2005

Life expectancy in 2007 was 77 years, with females having on average more longevity than males. All of these trends indicate that the population of Dominica is ageing. Such an ageing process would inflate the annual number of deaths as greater proportions of the island's population would be in older age groups that are subject to greater risk of mortality. The ageing of the population also means that productivity levels in the economy might be impacted in the future, as older generations of workers have fewer young dynamic workers to joining the labour force. Some of the population dynamics are summarised in Table 3.2.

TABLE 3.2: SUMMARY POPULATION DEMOGRAPHICS – DOMINICA 2003-2009

Year	Live Births	Deaths (persons per 1000 population)	Infant Mortality (deaths 0-11 month olds per 1000 live births)	Natural Increase (births per 1000 population)	Net Migration (no. of persons per 1000 population)	Population Growth Rate (% change of resident population compared to previous year)	Population Size (000's)	Population Change (000's)
2002	1081	-	-	16.78	-	0.0	69,830	-
2003	1056	6.99	12	15.73	-16.11	0.2	69,820	-10
2004	1066	6.81	20	15.73	-13.87	0.4	70,417	597
2005	1009	6.81	14	15.73	-11.6	0.7	70,690	273
2006	1035	6.73	22	15.27	-9.3	0.5	70,964	274
2007	904	8.44	15	15.75	-5.47	0.5	71,326	362
2008	964	8.32	16	15.73	-5.46	0.5	7 1,530	204
2009	-	8.2	10	15.73	-	-	-	-

Source: Various; UN, World Bank, Dominica National Statistics Office, CARICOM Statistics

3.3.1 SOCIAL STRATIFICATION

The stratification by income and wealth is less stark in Dominica than in other islands of the Caribbean. Pockets of poverty can be found in more squalid communities nestled within the capital city, and apparently more affluent housing can be seen juxtaposed with apparently less well-off housing in the same community space. Poorer communities can take the geographic form of large and dense urban sprawls of ramshackle housing, or sparsely populated rural villages.

Social stratification in Dominica reflects vestiges of the colonial era. The society is overwhelmingly of African ancestry. There are also the First Peoples, or people of Aboriginal origin (Native Carib), the descendants of the original inhabitants. There are small enclaves of people of Caucasian (European) origin, a Syrian/ Lebanese community, and in recent years, people of Asian origin, the two latter involved in business and commerce.

Whites also do enjoy some disproportionate advantage over the majority black population, as whites in the professional class are likely to earn quadruple the amount of similarly qualified Blacks[12]. The white community is mainly composed of some "native" whites and white expatriates living in the island due to short-term contracts with various Government Ministries and agencies, the tourism industry, or as retirees from North America. The Carib and Native Amerindian community faces the highest level of general social disadvantage, even though they are well integrated into the society. This ethnic group suffers mainly from lingering forms of discrimination.

According to the 2001 population and housing census, Dominica is a predominantly Christian society (61 percent were Roman Catholic, 18 percent Evangelical and other Protestant sects, 6 percent Seventh Day Adventists, and 3.7 percent Methodist). Other minority religions accounted for the rest of the population, forming a diverse group of Rastafarians, Jehovah's Witnesses, Anglicans and Muslims. Six (6) percent of the population claimed no religious affiliation. The government generally respects freedom of religious practice and association and there is no track record of abuse of rights or discrimination on the basis of religion. Christianity and specifically, Roman Catholicism, enjoys the status of being the most upwardly mobile religious affiliation and is therefore aspirational for ambitions of social advancement. In general, Dominica presents as a well-integrated society which enjoys a high level of social and political stability.

In sum, Dominica was undergoing considerable change towards the end of the decade. Its population base had been depleted by emigration such that over a thirty year period, it had hardly grown. Its physical vulnerability as a SID is incontrovertible having regard to natural disasters that occurred in the decade. Its historical underdevelopment as a post-colonial society and economy was still the challenge being addressed by a new generation to whom the mantle of governance had been passed.

[12] De Albuquerque et al. Race, Ethnicity and Social Stratification in Three Windward Islands. 1999

CHAPTER FOUR: MACRO-ECONOMIC AND SOCIAL ANALYSIS

4.1. INTRODUCTION

Dominica is highly vulnerable to exogenous shocks, particularly those relating to climatic conditions and international economic developments. The economy's susceptibility to a variety of natural disasters is underscored by its rank as 12th on the list of 111 countries on the composite vulnerability index of the Commonwealth Secretariat and World Bank. Its susceptibility to world economic developments became most obvious just after the turn of the new millennium, as it teetered on the brink of a financial crisis following the global slowdown precipitated by 9/11.

Later in the decade, hurricane Dean (2007) caused extensive damage to the island, estimated at 20 percent of GDP, or US$162 million, with destruction to a large share of the island's buildings. There resulted heavy losses in agricultural crops, including a considerable fall in banana exports. The challenge of rebuilding the economy after the onset of such a natural disaster would once again test the resilience of the society.

The Intergovernmental Panel on Climate Change (IPCC)[13] has suggested that as a consequence of global warming, sea levels may rise by one meter over the next 100 years. This presents one of the more grave consequences of climate change for Dominica. Most of the human settlement in Dominica is coastal. The southern third of the island is the most densely populated area, with the south-western portion of the island accommodating most of the interior human settlement of the entire island. Sea level rise therefore poses the threat of almost total devastation of human settlements in Dominica in the event of increased flash flooding and submerging of the littoral. There could also be significant loss of land area, damage to coral reefs surrounding the island, (which leads to reduced protection from tidal impacts and could increase coastal erosion), and changes in the eco-systems of the island both on land and underwater.

An added risk factor is the island's nine live volcanoes. Dominica's active volcanoes are: Morne au Diable, Morne Trois Pitons, Morne Diablotins, Morne Watts, Morne Anglais, Wotten Waven Caldera, Valley of Desolation, Grande Soufriere Hills and Morne Plat Pays[14] (see Figure 4.1). These are the 9 of the 16 active volcanoes currently known to the Caribbean. Of particular concern is the fact that in the capital Roseau, most of the infrastructure lies on a pyroclastic flow fan derived from the Wotten Waven Caldera, situated on the eastern outskirts of the capital. This area of the island has accumulated much of the pyroclastic flows of past eruptions, and conventional wisdom indicates that the capital is situated in one of the most hazardous areas of

[13] http://www.ipcc.ch/pdf/assessment-report/ar4/syr/ar4_syr_spm.pdf
[14] http://www.thedominican.net/articles/auxdiables.htm

the island[15]. Most of the populated interior and some coastal settlements on the island are in the zone of eight of the island's active volcanoes.

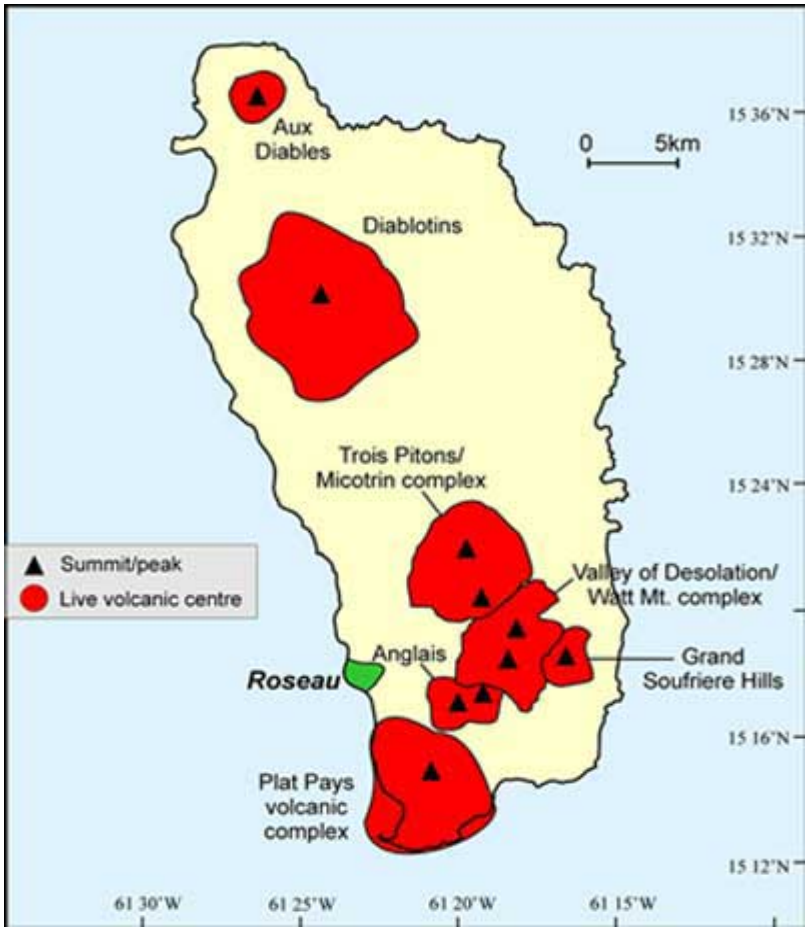

FIGURE 4.1: ACTIVE VOLCANOES AND AREAS OF IMMEDIATE IMPACT

The challenge of maintaining public preparedness for geologic disasters is particularly difficult, given the infrequency of the occurrence of such events and the tendency for them to fade from public consciousness during the long intervals between incidents. The recent earthquake episode in Haiti and in Chile, and the frequency of small earthquakes in Dominica, should serve to warn that the country is one of the more vulnerable, in terms of seismic and volcanic activities, let alone the regularity of violent storm and hurricane episodes.

[15] Ibid

Major natural disasters as a result of hurricanes occurred in 2004, 2005, 2007 and 2008. The destruction left in the wake of these events and the increasing publicity of the insidious effects of anthropogenic climate change have all emphasised the susceptibility to climatic and environmental turbulence.

This physical vulnerability is compounded by its economic vulnerability. As a very small country, it is the capacity of its people to export that determines its foreign exchange earnings, which is a vital factor in the material conditions of its people. For the most part, the levels of poverty and indigence are inextricably linked to the nature of Dominica's engagement with the international economy, and efforts aimed at poverty reduction therefore are highly dependent on trends of growth in the international economy.

The macroeconomic structure of Dominica places the government as the primary catalyst of development. Its revenue base allows it, on the basis of the traditional function of government, to provide the infrastructure on which the private sector can develop the vibrant economic activity, some considerable share of which has to win space in the international economy. But there is the other role of government, namely, to address the matter of social and economic equity. In the government's direct involvement in poverty reduction, and the improvement of living conditions, macro-economic management is paramount.

There was also biological turbulence during the decade, as worldwide outbreaks of plagues such as Anthrax, SARS, Avian Influenza and the Influenza A (H1N1) virus elevated to unprecedented heights global concerns over the impact of the trading system. The movement of goods, services and people around the world increasingly implied that virulent microbes were also travelling across the globe at a more rapid rate, and has implications for any country that relies on tourism as a source for generating income, employment and foreign exchange.

In the recent history of the country, government strategies with respect to poverty reduction have had to balance with macroeconomic policy reforms to stabilise the fiscal position and reduce debt ratios in the midst of all the threats. Reforms to the tax system have improved revenue performance, and there has been a resolute attempt to diversify the economy out of agriculture, although this has meant a push towards tourism, which is as equally susceptible to external events.

All of these initiatives are likely to have positive impacts on the general human condition on the island and raise the standard of living. However, more intensive action is necessary to increase the country's resilience, reduce its vulnerability, and directly target poverty levels. In other words, there is need to measure up to the challenge of physical vulnerability, as well as the economic vulnerability that is inherent in its participation in the international economy.

4.2. INTERNATIONAL CONTEXT

The first decade of the 21st century can be characterised as an era of extreme turbulence from the perspective of politics, economics, social evolution and the environment. The terrorist attacks of 9/11 in 2001 in the United States, followed by the War on Terror which it spawned have had worldwide impact. Oil prices have fluctuated more rapidly and dramatically than at any time before. Within a space of less than two years, prices moved to a high of $147 per barrel from $36 per barrel. This had far reaching effects, especially on food prices, which spiralled upwards as a result of the increase in energy prices and the increasing diversion of food crops from production for consumption to production of alternative fuels, as was the case with corn used for ethanol in the United States. At the same time, the economies of India and China, with their billion plus populations created a new dynamic in the international economy, confounded the accepted wisdom on leadership in the global economy.

Simultaneously, international tourism suffered a massive contraction as international terrorism became the principal security threat and the face of international diplomacy changed significantly, inevitably with economic ramifications. Dominica has felt the impacts of these events by virtue of its connection to the international system through its tourism sector and its imports of food and other goods and services from major players in the global market.

Nearing the end of the decade, the world was plunged into worldwide economic crisis, the likes of which had not been seen since the Great Depression in the late 1930s. The inauguration of the Obama government in early 2009 portended major changes in the policy profile of the United States, both domestically and abroad, the most publicized of which has been the Obama energy plan, which made explicit a resolution to move away from dependence on foreign oil and gas towards cleaner, US-based sources of energy. Although the developing world seemed to be slowly recovering from recession in late 2009, the lagged nature of economic transformation in the less-developed economies foreshadows further substantial challenges ahead.

In 2008, growth of the world economy slowed to 3 percent, due largely to the intensification of the world financial crisis in the last quarter of that year. Developing and emerging economies saw the greatest decline in output, as growth was less than 2 percentage points below that of the previous year.

World Economic growth is expected to reach 4.2 percent in 2010. Financial conditions are reported to have improved more than expected due mainly to unprecedented macroeconomic and financial policy support in many countries. Economic activity is now moderating, albeit at varying degrees among regions. While the outlook for 2010 has become more positive than previously envisioned, some financial systems remain critically below capacity, and support from public policies is likely to gradually diminish. The prospects for internal demand remain

weak in many countries, including the United States, which may point to further economic stagnation. Loss of household assets, coupled with a still ailing financial system has meant that the rebuilding of savings has been slow, and consumption driven expenditure continues to be sluggish. This may not augur well for countries such as Dominica, which are dependent on international demand for their products as a means of earning foreign exchange.

The United States, which has been the epicentre of the global economic crisis of 2008 - 2009 experienced a slowing of growth. Current stagnation of the U.S. economy in 2010 bespeaks dislocation in the housing and financial markets, declines in residential and commercial fixed investment and contractions in consumer demand.

Persistently higher than normal unemployment in the United States especially foreshadows more difficult prospects for emigrants from Dominica to the North Atlantic economies, and remittances from migrant workers are expected to decline well into 2010. Growth in both the Euro area and the U.S is expected to be quite sluggish until the last quarter of 2010. As Table 4.1 shows, the Euro area was expected to recover more rapidly than the U.S. However, the more recent crisis posed by the debt of Greece, and latterly of Spain, Portugal and Ireland would overturn these projections.

TABLE 4.1: OVERVIEW OF THE WORLD ECONOMIC OUTLOOK PROJECTIONS

			Year over Year Projections		Q4 over Q4 Projections	
	2008	2009	2010	2011	2010	2011
World Output	3	–0.6	4.2	4.3	3.9	4.5
Advanced Economies	0.5	–3.2	2.3	2.4	2.2	2.5
United States	0.4	–2.4	3.1	2.6	2.8	2.4
Euro Area	0.6	–4.1	1	1.5	1.2	1.8
Germany	1.2	–5.0	1.2	1.7	1.2	2.1
France	0.3	–2.2	1.5	1.8	1.5	1.9
Italy	–1.3	–5.0	0.8	1.2	1.4	1.3
Spain	0.9	–3.6	–0.4	0.9	–0.1	1.8
Japan	–1.2	–5.2	1.9	2	1.6	2.3
United Kingdom	0.5	–4.9	1.3	2.5	2.3	2.6
Canada	0.4	–2.6	3.1	3.2	3.4	3.3
Other Advanced Economies	1.7	–1.1	3.7	3.9	2.8	4.4
Newly Industrialized Asian Economies	1.8	–0.9	5.2	4.9	3.4	5.9
Emerging and Developing Economies	6.1	2.4	6.3	6.5	6.3	7.3
Central and Eastern Europe	3	–3.7	2.8	3.4	1.3	4.1
Commonwealth of Independent States	5.5	–6.6	4	3.6	. . .	. . .
Russia	5.6	–7.9	4	3.3	1.7	4.2
Excluding Russia	5.3	–3.5	3.9	4.5	. . .	. . .
Developing Asia	7.9	6.6	8.7	8.7	8.9	9.1
China	9.6	8.7	10	9.9	9.4	10.1
India	7.3	5.7	8.8	8.4	10.9	8.2
ASEAN-5	4.7	1.7	5.4	5.6	4.2	6.2
Middle East and North Africa	5.1	2.4	4.5	4.8	. . .	. . .
Sub-Saharan Africa	5.5	2.1	4.7	5.9	. . .	. . .
Western Hemisphere	4.3	–1.8	4	4	. . .	. . .
Brazil	5.1	–0.2	5.5	4.1	4.2	4.2
Mexico	1.5	–6.5	4.2	4.5	2.3	5.5
World Growth Based on Market Exchange Rates	1.8	–2.0	3.2	3.4	. . .	. . .

Source: IMF World Economic Outlook 2010, April Issue

4.3. REGIONAL CONTEXT

The ECCB reported that economic activity in the Eastern Caribbean slowed considerably in 2008 relative to 2007, due to sluggish growth in a number of sectors; particularly construction, transport services, manufacturing and hotels and restaurant industries. However countries where construction activity remained alive, including St. Kitts/Nevis and Dominica, were able to report growth in real GDP (4.6% in St. Kitts and Nevis and 3.2% in Dominica). Higher international commodity prices contributed significantly to increased inflation across CARICOM in 2007. High food prices served to push headline inflation upwards across the region in 2007-2008, increasing the year on year inflation rate. The consumer price index increased by 4.8 percent in 2008, compared to 5.5 percent in 2007, indicating a moderation of inflationary pressures in 2008. The food sub-index rose by 9.6 percent, reflecting by and large

increases in the price of cereals. Unemployment is estimated by the ECCB to have increased in 2008, thereby compounding issues of lower production and contracting household income.

The agriculture industry performed well overall in 2008, experiencing a growth of 6.9 percent. Output of bananas rose by 9.5 percent following a 16.1 percent decline in 2007, resulting in a 5.0 percent increase in export earnings from bananas, in Dominica and St. Lucia[16].

By contrast the region's manufacturing sector contracted in 2008 by 4.6 percent. Dominica's output of manufactures fell by 27 percent due to a decrease in the production of beverages and the closure of dental cream production following the closure of the "Refresh" section of Dominica Coconut Products Limited (DCP) in September 2007[17].

TABLE 4.2: CONTRIBUTION OF AGRICULTURE AND MANUFACTURING TO GVA IN CONSTANT BASIC PRICES (EC$M).

	Agriculture		Manufacturing	
Country	2007	2008	2007	2008
Anguilla	7.5	7.8	7.1	6.9
Antigua and Barbuda	50.4	51.7	41.5	42.7
Dominica	73.4	80.8	26.6	19.4
Grenada	48.3	53.6	50.8	48.2
Montserrat	1	1.2	0.7	0.7
St Kitts and Nevis	26.2	29.9	74.7	76.8
Saint Lucia	46.6	56.1	88.9	84.1
St. Vincent and the Grenadines	79.3	74.1	41.4	37.4
ECCU	332.6	355.4	331.5	316.2
% Contribution to GDP	5.1	5.4	5.1	4.8
% Change	4.1	6.9	2.7	-4.6

Source: ECCB National Accounts Statistics 2009

The ECCU's tourism industry also suffered decline, as tourism activity slowed by 1.1 percent in 2008, mainly as a result of reductions in airlift capacity, competition from other destinations and the high cost of regional and international travel. Stay-over visitors from the US and UK also declined in 2008 (1.0 and 2.3 percent respectively).

[16] ECCB Annual Economic and Financial Review, 2008
[17] Ibid

TABLE 4.3: CONTRIBUTION OF HOTELS AND RESTAURANTS AND CONSTRUCTION TO GVA IN CONSTANT BASIC PRICES (EC$M)

Country	Hotels and Restaurants		Construction	
	2007	2008	2007	2008
Anguilla	98.1	86.3	84	98.6
Antigua and Barbuda	187.5	190.3	337	353.9
Dominica	12.1	12.7	39.2	45.9
Grenada	52	50.4	82.5	70.1
Montserrat	1.2	1.3	6.7	6.9
St Kitts and Nevis	42.5	43.2	102.7	105.4
Saint Lucia	163.6	167.3	110.5	94.61
St. Vincent and the Grenadines	15.6	15.2	90	91.3
ECCU	572.6	566.5	852.6	866.7
% Contribution to GDP	8.9	8.6	13.2	13.2
% Change	0.1	-1.1	6.2	1.7

Source: ECCB National Accounts Statistics 2009

Overall, unemployment is suspected to have risen in particular in the tourism and manufacturing sectors, based on the deceleration of construction activity and reports of lay-offs at some hotels and manufacturing companies during the second half of the year.

The performance of Eastern Caribbean economies continued on a downward trajectory in 2009. Real GDP contracted by an estimated 5.6 percent, along with a contraction in economic activity overall. Uncertainty in the length and depth of the global and economic crisis also cast some doubt on the growth prospects of ECCU territories for 2010.

The overall slowdown in growth in the ECCU has however, masked some improvement in Dominica's overall performance, where growth rates in the completion of major public sector infrastructure projects and private sector tourism-related projects was faster than average. The most current budget statement of Dominica reflects the reality of the impact of the global situation on Dominica's tourism efforts, as a 15 percent decline in tourist arrivals was projected; a forecast which is underscored by a steep drop on tourist arrivals in the first four months of 2009. This pattern does not augur well for the sector's performance this year, as some US$18 million worth of losses in tourism receipts is expected, representing 3.6 percent of Dominica's GDP.

TABLE 4.4: GDP IN CONSTANT PRICES (EC$M)

Country	2007	2008	% Change	
			2007	2008
Anguilla	366.6	383	24.5	4.5
Antigua and Barbuda	1,796.5	1,827.9	6.5	1.8
Dominica	475.2	490.4	2.5	3.2
Grenada	840	858.4	4.9	2.2
Montserrat	59.9	63.1	2.9	5.4
St Kitts and Nevis	670.8	701.8	4.2	4.6
Saint Lucia	1,417.7	1,427.9	1.5	0.7
St. Vincent and the Grenadines	827.4	822.5	8	(0.6)
ECCU	6,454.0	6,574.9	5.6	1.9

Source: ECCB Annual Economic and Financial Report

4.4. DOMESTIC CONTEXT

4.4.1 OVERVIEW OF DOMINICA'S ECONOMY

Dominica differs from other OECS countries in that it is far more dependent on its agriculture and fishing sectors than it is on the tourism sector. Agriculture still serves as Dominica's economic mainstay. Almost a third of the labour force is employed by the agricultural sector and it is one of the major sources of foreign exchange earnings. Bananas continue to be one of the country's most important exports, but this sector has in recent times faced growing challenges, beginning with the reduction of the European Union (EU) banana trade preferences, the onset of a devastating hurricane in 2007 (Hurricane Dean) and more recently, global economic volatility. Hurricane Dean caused damage estimated at almost 20 percent of GDP. The agricultural sector took a severe battering and much of infrastructure was destroyed.

Many successful efforts have been made to respond to the difficult circumstances confronting the economy. The agricultural sector has started to diversify with the introduction of new production crops, including coffee, aloe vera, patchouli, and an assortment of tropical fruits. The government has also encouraged expansion of manufactured exports, the primary export being soap. The largest manufacturer in the country is Dominica Coconut Products Ltd, which is controlled by Colgate-Palmolive. The company produces soaps and other personal hygiene products from coconuts. The company has enjoyed great success, exporting both regionally and internationally, but has recently been encountering formidable competition from other regional producers, in particular, producers in Jamaica and Trinidad. Other manufacturing initiatives include four plants which process limes and other citrus fruits, small furniture factories and two bottling plants.

With the coming on stream of the Trafalgar Hydroelectric Power Station (which became operational in 1991), over 50 percent of the country's energy is supplied by hydroelectric sources, making Dominica partially energy self-sufficient, and able to sustain the needs of its manufacturing sector. However, the country still faces challenges in attracting significant numbers of foreign manufacturers because of relatively high wage rates and infrastructure which is not suitable for high-volume manufacturing. The minimum wage in Dominica was increased at different rates for various categories of industrial workers. As is common with OECS countries, Dominica attempts to woo investors with tax concessions and other financial incentives. However, after their duty-free concessions expired, several off-shore manufacturing plants were closed.

The main initiative to diversify out of agriculture has been tourism, which is mostly driven by the country's efforts to position itself as a premier eco-tourism destination in the Caribbean. These efforts have been deemed apt, as the island is now fondly branded as "The Nature Island". The country can take advantage of its distinctively rugged terrain, most of which is covered by vast expanses of unexploited rainforest and inhabited by rare species of fauna. The island's Boiling Lake, one of the world's largest sulphuric springs and highest peaks (Morne Diablotins and Morne Trois Pitons) are the sites of national parks which are quickly gaining world renown. The drive towards tourism is currently being guided by a new tourism development plan, which has been implemented with the assistance of the European Union[18].

Dominica's burgeoning tourism sector is set to incur major setbacks due to fallout from the global economic slowdown, which has resulted in bleaker prospects for travel demand. Since January 2008, international tourist arrivals have fallen steadily, due to reductions in overall household wealth, and in 2009, due to fear over the outbreak and rapid spread of the influenza A (H1N1) virus. Continued economic volatility and high uncertainty generated by the growing pandemic were expected to take their toll on demand for tourism at least until mid-2010[19]. In addition to this, rising fuel prices heavily eroded household savings and assets and slow economic recovery is likely to retard demand in tourism in 2010. The reality of this puts Dominica's bid to develop a niche in eco-tourism as a means of diversifying out of agriculture in a much weaker position.

The recent region-wide signing-on to the Economic Partnership Agreement (EPA) with the European Union creates some uncertainty as to the benefits that could accrue specifically to Dominica. Since the agreement will apply reciprocal rules in trade between the EU and CARIFORUM States, Dominica's relatively weaker position puts it at a great disadvantage in participating. One aspect of Dominica's weakened position vis-à-vis the EPA, a factor which

[18] The Tourism Sector Development Programme (TSDP) is a two year programme which is being financed under the European Union's Special Framework of Assistance (SFA).
[19] United Nations World Tourism Barometer June 2009

may apply to most ECCB countries, is its lack of the appropriate institutions to accommodate such an agreement with the EU.

Dominica's success in the year following a major economic catastrophe has been remarkable. In 2008 Dominica's GDP per capita was one of the lowest among Eastern Caribbean States. In 2002, the country was on the brink of a financial crisis which, according to the IMF, was partly precipitated by lax fiscal policy. Inefficiencies in the tax system magnified the revenue impact of weaker economic activity[20]. The following two years saw a continuation of the financial crisis, but in 2005 and 2006 the economy grew by 3.5 percent and 4.0 percent respectively, a recovery after a decade of poor performance. The crisis of the early 2000s contrasts with the current slowdown, which stems from international economic conditions. However, Dominica is currently in a better fiscal position due to a lower debt burden than in 2002 and has achieved greater flexibility due to structural reforms.

4.4.2 ECONOMIC PERFORMANCE

Dominica registered a 3.2 percent rate of growth in 2008, the second highest among members of the OECS in 2008. This was significant, as it came after the devastation of Hurricane Dean (in 2007). The performance in growth was driven mostly by agriculture, construction, and the hotels and restaurant sector. Agriculture grew by about 5.4 percent, construction by 15 percent and hotels and restaurants by 2.1 percent.

Inflation was one of the key macroeconomic challenges for Dominica in 2008 and 2009. Volatility and commodity prices (particularly petroleum) caused a trending upwards of the costs associated with the import of food and fuel, which translated into an increase in basic food items – rice, flour and milk. Inflation peaked at 7.5 percent at the beginning of last quarter 2008, but by the end of 2008, the average rate was around 6 percent. Thus far, continuing commodity price volatility has made inflation prospects in 2010 relatively uncertain.

The IMF reported that fiscal performance was strong in 2007-2008, in spite of hurricane-related increases in expenditure. Robust revenue performance in VAT and import duties, due in part to the surge in imports related to reconstruction, helped partially compensate for revenue forgone from the introduction of the income tax reform in January 2008 and the reduction in the excise tax on fuel used for electricity generation. A primary fiscal surplus of 3 percent of GDP was achieved. The current account deficit is estimated to have widened by almost 6 percent of GDP in 2007 to 23.5 percent of GDP in 2008. Reconstruction activities after the hurricane are evident in the fact that exports have declined by 1 percent of GDP while imports have increased by 2.5 percent of GDP.

20 IMF Country Report No.08/310 September 2008

4.4.3 FISCAL PERFORMANCE

Recurrent expenditure in the previous fiscal year (2008-2009) was estimated at $286 million, about $19.1 million over the budget; which represents an increase in expenditure on road maintenance, utilities and educational assistance *inter alia*. Accommodation of this additional expenditure was possible because of better than projected performance of current revenue. Current expenditure plus debt amortisation to June 2009 is projected to be $305.1 million. For the current fiscal year (2009-2010) capital expenditure is estimated at $157.8 million, and the total amount allocated to the Public Sector Investment Programme (PSIP) was $200,691,883. In the year prior, an 8 percent rate of implementation of the PSIP was realised, reflecting increases in efficiency in national economic management. Also in that fiscal year, current revenues were estimated to have been above projections by about 8 percent (or $26.0 million). The government's primary surplus was estimated at $21.9 million, and there is an overall $12.6 million projected surplus.

In its attempt to meet the prudential debt limit of 60 percent of GDP set by the ECCB, the government has expressed its commitment to reach this target by the year 2017. The public debt-to-GDP is currently 81 percent, which is a laudable reduction from 131 percent a few years prior. This success came about by a number of government initiatives, including restructuring the current debt portfolio, ensuring that there was no accumulation of arrears, and contracting loans on concessionary terms only. The government has sought to source various loans to finance its development and reconstruction initiatives, including the Road Improvement and Maintenance Project from the CDB at $8.4 million, $4.0 million from the World Bank for the OECS E-Government Project and $1.4 million from the CDB for Natural Disaster Management. The ratio of debt service to recurrent revenue now stands at 11.5 percent.

There was an overall surplus of $9.2 million resulting from central government fiscal operations which resulted from growth in revenue and an expansion in current revenue to $337.4 million (see Table 4.6). The yield from taxes on international trade and transactions expanded by 14.0 percent, or $8.7 million, due mainly to larger receipts from import duties. Table 4.4 also shows that the yield on taxes from income and profit fell by 1.8 percent or $1.0 million, which was due to a fall in collections from personal income tax. This reflects the income tax reforms implemented in January 2008 (ECCB AEFR 2008). Non-tax revenue rose by 13.1 percent or $3.5 million, on account of an increase in interest income and larger receipts from the economic citizenship programme. Capital expenditure rose by 37.9 percent to $156.0 million in 2007. The ECCB reports that this is largely due to intensified work on the airport, housing, schools and road networks. A current account surplus of 33.9 million was registered in 2008, representing some 3.4 percent of GDP. Current expenditure rose by 13.3 percent to $303.5 million, representing an increase in all categories of expenditure. According to the ECCB, capital expenditure is expected to rise as the public sector investment programme is implemented.

Capital grants, however, are likely to fall, since the surge of 2008 related to hurricane relief and humanitarian assistance is likely to moderate.

The total outstanding public sector debt was estimated to be $917.3 million; which is 93.2 percent of the GDP, at the end of 2008. Interest payment increased by 16.2 percent to $32.8 million from 2007 to 2008, reflecting an increase in debt service repayments, while the ratio of debt service payments to current revenue fell to 16.8 percent from 17.6 percent in 2007. Overall domestic debt fell by 1.3 percent or $3.6 million due to increased debt repayments. Central Government debt, which accounted for about 84.0 percent of total public sector debt, fell by 0.9 percent in $771.2 million.

Figure 4.2 plots the trends in current revenue for the past 9 years. Some distinct changes can be seen in the trends of taxes, which reflect changes in the tax regime over the years. As can be seen, non-tax revenue as a percentage of current revenue has been on a continuous but moderate path of decline since 2001, but has slowly increased since 2006, while two other forms of tax-based revenue (taxes on domestic goods and services and taxes and property) have trended upwards in the last nine years – the former significantly more so than the latter.

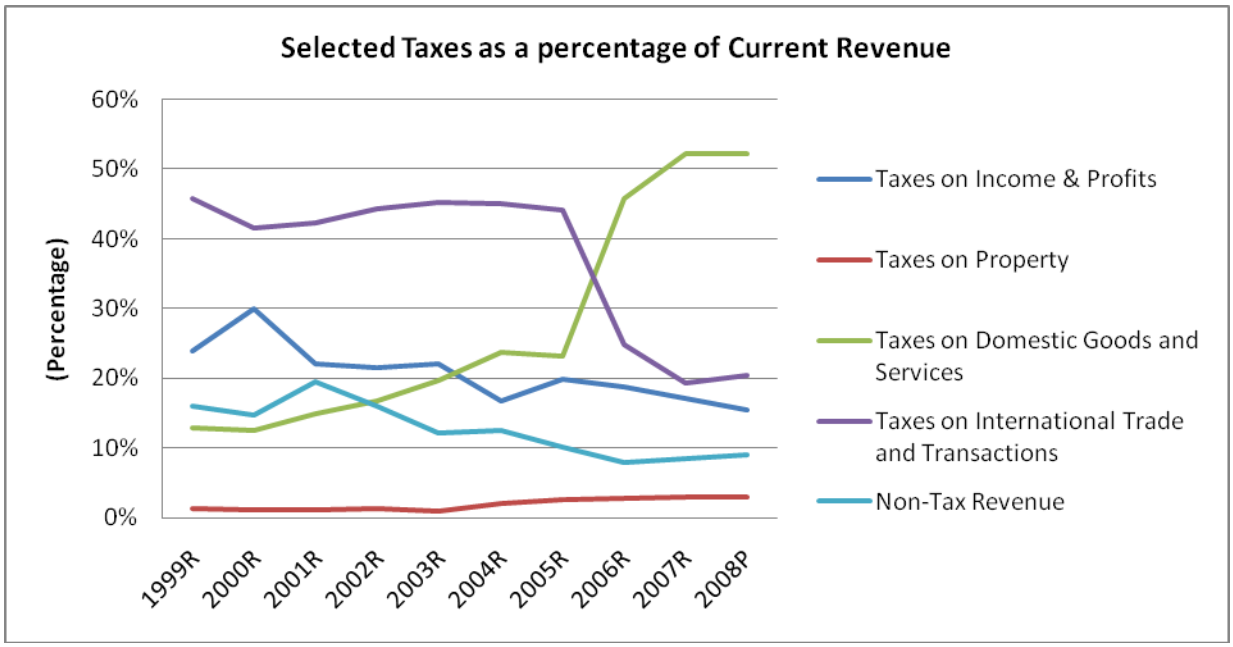

FIGURE 4.2: SELECTED TAXES AS A PERCENTAGE OF CURRENT REVENUE

Revenue earned from international trade and transactions plummeted sharply since 2005 and have only begun to slowly recover from 2007 to the current period. Taxes on income and profits have also declined overall in the last nine years. On the expenditure side, transfers and

subsidies were just over 16 percent of Current Expenditure in 2001, but were increased to 20 percent in 2008: this has some relevance to the poverty reduction efforts of the Government.

TABLE 4.5: DOMINICA FISCAL OPERATIONS 2001-2008 EC$ MILLIONS

	2001	2002	2003	2004	2005	2006	2007	2008	2009
Current Revenue	202.3	192.9	204.3	234.6	255.1	269	312.2	337.8	350.1
Tax Revenue	162.9	162	179.4	205.2	229.3	247.9	285.5	307.4	320.6
Taxes on Income & Profits	44.5	41.6	45.2	39.2	50.7	50.5	53.2	52.2	55.9
Of Which:									
Personal	30.1	28.4	27.8	27.5	30.3	33	37.2	35	32.1
Company	16	9.8	9.5	8.6	21.4	18.3	18.4	19.8	26.4
Stabilisation Levy	0.0	4.9	9.3	4.7	0.4	0.8	0.1	0.0	0.0
Taxes on Property	2.4	2.6	1.9	4.7	6.9	7.5	9.3	10.3	9.1
Taxes on Domestic Goods and Services	30.3	32.4	40.2	55.9	59.3	123.2	162.7	176.1	185.9
Of Which:									
Sales Tax	16.7	17.5	23.8	32.6	37.7	10.7	0.6	0.5	0.5
Consumption Tax	5.1	5	5.6	4.8	5.1	1.4	0.0	0.0	0.0
Hotel Occupancy	0.6	0.5	0.6	0.8	0.7	0.4	0.1	0.1	0.0
Taxes on International Trade and Transactions	85.7	85.4	92.2	105.5	112.5	66.6	60.3	114.3	124.9
Of Which:									
Consumption Duty (imports)	49.6	51.4	52.7	55.9	58.3	10.2	0.1	68.7	69.6
Import Duty	21.3	19.6	21.1	25.1	27.8	28.4	31	0.1	0.0
Service Charge (imports)	6.5	6	8.3	11.6	12.5	13	14.6	36.3	33.6
Non-Tax Revenue	39.4	30.9	24.9	29.4	25.8	21.2	26.8	15.9	17.5
Current Expenditure	233.8	229.2	210.3	233.1	237.4	244.2	267.9	30.4	29.5
Personal Emoluments	123.7	123.9	115.6	109.3	108.5	109.6	117.5		
Goods & Services	32.3	29.9	26.3	38.3	50	46.7	64.4	295.6	288.5
Interest Payments	40	37.4	29.9	41.6	25.9	34.6	28.2	120.2	125.7
External	18.2	18.4	12.7	12.2	7.9	14.4	8.6	87.3	84.4
Domestic	21.8	19	17.1	29.4	18	20.2	19.6	24.5	14.1
Transfers & Subsidies	37.7	38	38.5	43.8	53.1	53.3	57.8	5.7	4.2
Of Which:								18.8	9.9
Pensions	10.1	10.8	11.7	12	13.3	12.5	15.5	63.7	64.3
								15.1	17.1
Current Account Balance	(31.5)	(36.3)	(6.0)	1.5	17.7	24.8	44.3	42.1	61.6
Capital Revenue	3.3	1.8	1.4	2.6	17.1	0.8	0.9	0.4	0.4
Grants	25.9	14	33.1	63.8	41.1	67	76.1	78.2	61.7
Of which:									
Capital Grants	25.9	14	24.5	56.1	41.1	67	76.1	78.2	61.7
Capital Expenditure & Net Lending	62.4	36.6	42.4	79.1	54.5	80.4	112.2	153.2	154.1
Of which									
Capital Expenditure	64.9	39.7	41.1	82.3	57.8	83.6	113	154.3	155.1

ECCB Annual Economic and Financial Review; 2004, 2006, 2008, 2009

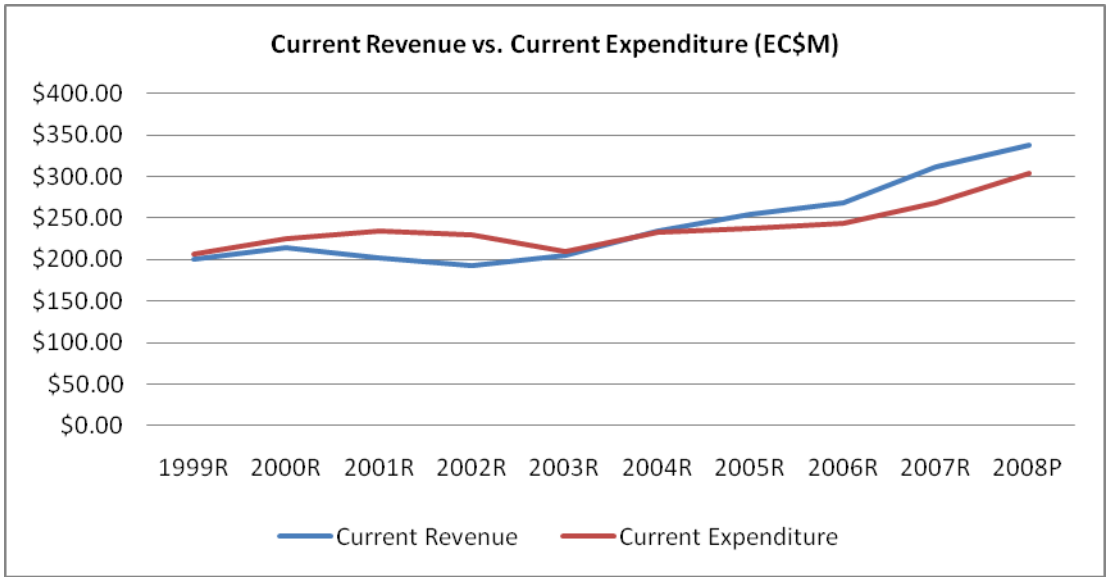

FIGURE 4.3: CURRENT REVENUE VS. CURRENT EXPENDITURE

Figure 4.3 shows that current revenue and current expenditure have been following a general upward trend for the past nine years, with revenues leading expenditure consistently from 2004 onwards.

4.4.4 TRADE

Agricultural exports increased by about $10 million in 2009, from $140.04 million in the year prior, continuing a steady growth trend in this sector since 2004. Agricultural activity remained strong in 2009; value added in that sector expanded to 5.85 percent, a modest increase from 5.41 in 2008. Agriculture's contribution to GDP rose by 0.44 percentage points in 2009, and the growth was led mainly by crops, indicating the extent to which the sector has recovered, assisted by a number of government initiatives to resuscitate it. The rate of growth of agriculture declined however, from 6.86 percent in 2008 to 2.06 percent in 2009.

Manufacturing suffered an overall decline over the nine year period, and its contribution to GDP fell from 4.81 percent in 2008 to 4.60 percent in 2009. For the second consecutive year, the rate of growth of the gross value added from manufacturing was negative, deepening from -4.63 percent in 2008 to -7.93 percent in 2009.

Construction activity, which peaked between 2006 and 2008, moderated in 2009 at 11.04 percent of GDP, down from 13.18 percent in the year prior (see Table 4.6 and Figure 4.2). Construction's value added was also negative in 2009, moving from 1.66 percent in 2008 to -20.94 percent in 2009. There was also a negative rate of growth in the Hotels and Restaurants sectors from -1.0 percent in 2008 to -14.22 percent in 2009. Figure 4.4 shows that overall, contributions from gross

value added in construction, manufacturing and the hotel and restaurant sector to GDP have been declining since 2008, while that of agriculture has been slowly increasing.

TABLE 4.6 GROSS DOMESTIC PRODUCT BY ECONOMIC ACTIVITY IN CONSTANT (1990) PRICES (EC$M)

	2003	2004	2005	2006	2007	2008	2009
Agriculture	349.47	346.19	304.33	319.48	332.61	355.39	362.67
Crops	215.69	214.59	171.06	182.77	187.47	207.33	212.07
Livestock	40.78	41.22	42.71	42.86	44.9	46.88	48.76
Forestry	12.46	11.95	11.9	11.98	12.5	12.72	12.88
Fishing	80.54	78.43	78.66	81.87	87.74	88.46	88.96
Mining & Quarrying	47.03	44.12	51.29	70.2	85.33	88.06	73.27
Manufacturing	300.68	292.73	319.01	322.94	331.51	316.17	291.1
Electricity & Water	244.18	251.03	254.63	262.31	281.22	282.25	289.74
Construction	568.97	598.61	714.13	802.51	852.57	866.66	685.16
Wholesale & Retail Trade	599.35	611.45	658.31	698.45	738.18	745.77	673.83
Hotels & Restaurants	502.38	535.61	542.15	572.25	572.6	566.47	485.94
Transportation	568.8	641	660.86	704.75	755.82	757.37	716.97
Road Transport	340.48	382.34	403.75	421.56	470.02	478.7	457.11
Sea Transport	127.71	148.83	152.31	173.9	180.59	176.77	169.49
Air Transport	100.61	109.83	104.8	109.29	105.21	101.9	90.37
Communications	543.33	560.18	615.34	641.71	686.7	715.1	719.82
Banks & Insurance	587.53	641.23	705.46	806.42	876.4	891.29	904.77
Real Estate & Housing	343.7	350.34	363.17	380.09	402.42	418.15	423.78
Government Services	797.89	823.62	846.9	874.92	918.67	957.15	968.59
Other Services	273.18	279.9	293.88	312.23	347.72	370.66	379.58
Less: FISIM	496.65	540.3	594.98	657.95	727.73	755.57	771.13
GVA in Basic Prices	5,229.84	5,435.71	5,734.48	6,110.30	6,454.00	6,574.93	6,204.09
Growth Rate (%)	3.27	3.94	5.5	6.55	5.62	1.87	(5.64)
Plus: Product Taxes less Subsidies	1,397.42	1,572.15	1,678.14	1,978.79	2,195.14	2,248.81	2,083.75
GDP in Market Prices	6,627.26	7,007.86	7,412.62	8,089.09	8,649.13	8,823.74	8,287.84
Growth Rate (%)	4.61	5.74	5.78	9.13	6.92	2.02	(6.07)

Source: National Accounts, ECCB; 2004, 2007, 2009

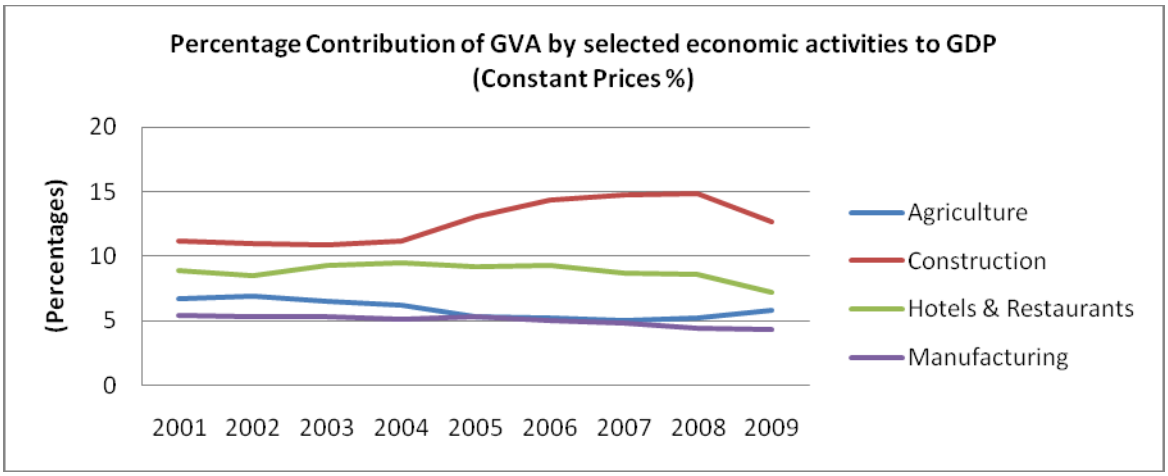

FIGURE 4.4: PERCENTAGE CONTRIBUTION OF GVA BY SELECTED ECONOMIC ACTIVITIES TO GDP IN CONSTANT PRICES

Figure 4.4 above also shows that two of Dominica's three main tradable sectors are experiencing falling growth (Manufacturing and Hotels and Restaurants), and its major non-tradable sector- Construction- is also slowing down. These trends highlight the challenge of making the country more externally competitive. Hotel and Restaurants and Construction require high foreign exchange reserves in order to sustain their high import requirements. The IMF has pointed out that the Dominica's real effective exchange rate has depreciated more than in most of the other ECCU countries, thus indicating its falling competitiveness among other economies in the region.

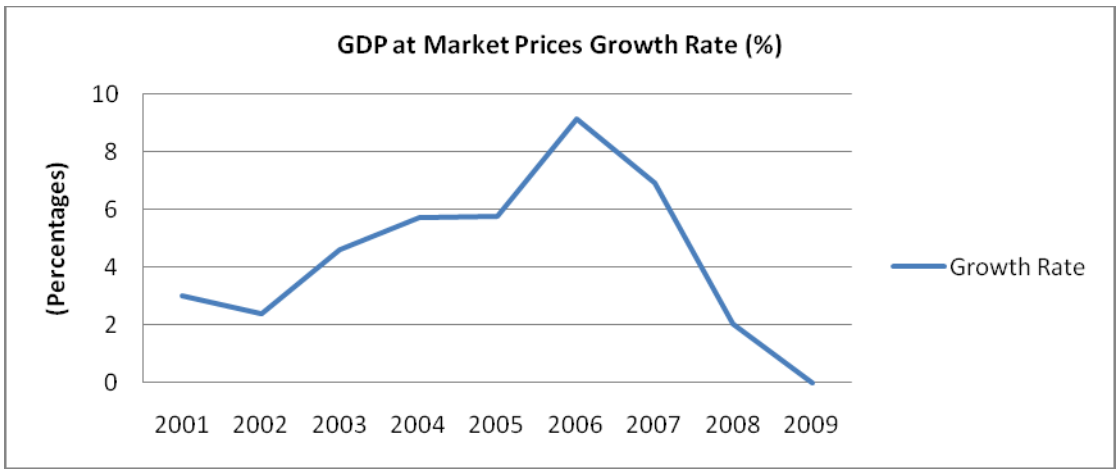

FIGURE 4.5: GDP GROWTH RATE (%)

The general trend in the rate of growth of the economy can be seen in Figure 4.5. The economy experienced steady growth from 2002 to 2006, whereupon there was a stark reversal of this pattern. Economic performance continued on a downward trajectory in 2009.

4.5 REMITTANCES

The IADB's Multilateral Investment Fund (MIF) estimates that Latin America and the Caribbean will see a decline of about 11 percent in remittances from last year, reflecting the impact of the global economic crisis on migrant workers from this region. However, Dominica, like Grenada, has seen a slow upward trend in remittances from migrant workers since 2003, and these inflows accounted for 7.90 percent of GDP in 2007 (see table 4.7.). This upward trend in remittance inflows seemed to be in line with a general trend among Caribbean countries. Current remittances data have not been made available, but remittances have undoubtedly been affected by the fallout of 2008-2009. The flows of migrant remittances from the United States and other Caribbean nations to which Dominicans emigrate have been markedly reduced. The impact of this has been highlighted in the 2009-2010 budget statement, which states that major private sector projects have been put on hold, reducing foreign direct investment by about one half.

TABLE 4.7: MIGRANT REMITTANCE INFLOWS (US$ MILLION)

Country	2000	2001	2002	2003	2004	2005	2006	2007	2008	Remittances as a share of GDP, 2007 (%)
Barbados	102	118	109	113	109	140	140	140	168	-
Dominica	3	4	4	4	23	25	25	26	30	7.90%
Dominican Republic	1,839	1,982	2,195	2,325	2,501	2,719	3,084	3,414	3,487	9.30%
Grenada	22	22	23	23	72	52	54	55	64	9.20%
Haiti	578	624	676	811	932	985	1,063	1,222	1,300	18.20%
Jamaica	892	1,058	1,261	1,399	1,623	1,784	1,946	2,144	2,220	18.80%
St. Kitts and Nevis	4	4	3	3	31	34	36	37	37	7.10%
St. Lucia	3	2	2	2	29	29	30	31	31	3.20%
St. Vincent and the Grenadines	3	3	4	3	26	26	30	31	31	5.50%
Trinidad and Tobago	38	41	79	87	87	92	91	109	109	0.50%

Source: World Bank staff estimates based on the International Monetary Fund's Balance of Payments Statistics Yearbook 2008.

4.6 TOURISM

Tourist visitor arrivals have grown significantly since a major decline during the period 2001 to 2003. Visitor arrivals have increased since 2007 to 470,332 in 2008. The number of cruise ship calls fell continually from 2006 from 314 to 252 in 2007 and then 211 in 2008. In spite of this, the number of cruise ship patterns was estimated at 380,671 in 2008, a growth in numbers of 261,456. The major regions of origin are shown as the USA and other Caribbean countries (see Table 4.8). Total visitor expenditure over the reference period grew overall, peaking at EC$ 218 million in 2008.

The government has stated in its latest budget that it intends to further promote tourism by focusing on the country's competitive niches, such as diving, whaling, dolphin watching, hiking, as well as weddings and honeymoons. Yachting and health tourism will also be pursued. The development of new accommodation facilities has been a sign of further expansions in the industry, and it was noted that over the past three years, more than 2,500 persons were directly employed by the tourism sector, while a further 3,000 were indirectly employed. The government has increased its destination marketing from $1.9 million in 2005 to $5.1 million in 2008.

4.7 POVERTY REDUCTION

The government outlined some of its poverty reduction initiatives in the most recent budget statement under the title of "preventing the financial crisis from turning into a human one". Some of the efforts towards addressing the condition of the worst-affected groups involved expanding access to water in villages such as the Carib Territory and Bense. However, the main initiative was the Dominica Social Investment Fund (DSIF), which was intended to target the most vulnerable groups on the island, which included women, youth and children who were at risk of falling into poverty, the Carib community (a group which was notably one of the most poor and indigent in the 2003 CPA), the elderly and the disabled. At the end of June 2009, the DSIF had disbursed in the vicinity of $6.5 million towards social development projects. Twenty-four projects remained to be completed, and the Fund's financing commitment is currently over $10 million. The Fund is an EU supported initiative, which complements the well institutionalised Basic Needs Trust Fund (BNTF), which continues to impact positively on the human condition in rural communities. The latter is now accepted as a given on the part of the population in their respective communities, let alone by the social and economic planning agencies of the State.

TABLE 4.8: SELECTED DOMINICA TOURISM STATISTICS

	2000R	2001R	2002R	2003R	2004P	2004	2005	2006	2007R	2008E
Total Visitor Arrivals	311,264	275,999	206,963	252,334	461,700	466,278	388,480	473,553	443,486	470,332
of which:										
Stay-Over Arrivals	69,578	66,393	69,163	73,140	79,388	80,087	86,319	92,983	88,035	88,725
USA	15,077	14,493	15,464	15,717	17,602	17,515	18,492	23,537	22,492	22,616
Canada	2,173	1,870	2,039	1,954	1,619	1,633	1,977	2,837	2,707	2,775
UK	6,107	5,967	5,652	6,034	5,969	6,015	6,117	7,219	6,878	6,982
Caribbean	39,898	37,851	40,289	43,408	48,163	48,540	47,126	51,531	48,472	48,565
Other Countries	6,323	6,212	5,749	6,027	6,035	6,384	12,607	7,859	7,486	7,787
Excursionists	1,890	1,979	911	2,150	1,704	2,577	650	927	936	936
Cruise Ship Passengers	239,796	207,627	136,859	177,044	380,608	383,614	301,511	379,643	354,515	380,671
Number of Cruise Ship Calls	285	231	187	206	286	287	234	314	252	211
Total Visitor Expenditure (EC$M)	130.1	125.4	123.3	141.2	162.4	163.7	154	193.6	201.1	218

Source: ECCB Annual Economic and Financial Report

A number of social initiatives have been undertaken by the government to mitigate the effects of the challenges with which Dominica has been grappling. The government has increased the school transfer grant for children moving from primary to secondary school from $250.00 to $500.00 over the course of one year. A new school bus programme comprising ten buses is serving villages across the country, to the benefit of some 811 school children. There was a $2.1 million increase in 2008 from a total of $7.5 million in scholarships granted to those pursuing higher education. With regard to the elderly, a newly launched initiative called "Yes We Care" was implemented to supplement existing programmes for the elderly. Persons over the age of sixty-five now benefit from not having to pay hospital fees. Approved pensions were made income tax free. There is a three-phase income tax reform programme which is intended to reduce income taxes payable by 5 percent across all tax bands, thereby allowing citizens to have more disposable income.

In the 2003 CPA, poverty among individuals was estimated to be at 39 percent, while poverty among households was 29 percent. The government estimated in 2009 that these figures have been reduced respectively to 26 and 19 percent. The current unemployment rate is estimated to be 11 percent, compared to 20 percent at the time when the former CPA was being conducted. Figure 4.6 shows that personal emoluments as a percentage of current expenditure have been on a steady downward trajectory since 2003 from just under 55 percent to just under 40 percent in 2009, indicating that there have been cuts to the salaries of public servants. Transfers and subsidies have waned slightly since 2005, but still hover just above 20 percent of current expenditure. However, this trend masks recent government initiatives towards expanding opportunities for persons to access scholarships to pursue higher education. Pensions have remained fairly static around 5 percent of current expenditure, but there have been supplemental programmes to buffer the impact of the rising cost of living on pensioners with the implementation of current initiatives such as the "Yes We Care" programme, which specifically targets the wellbeing of the elderly on the island.

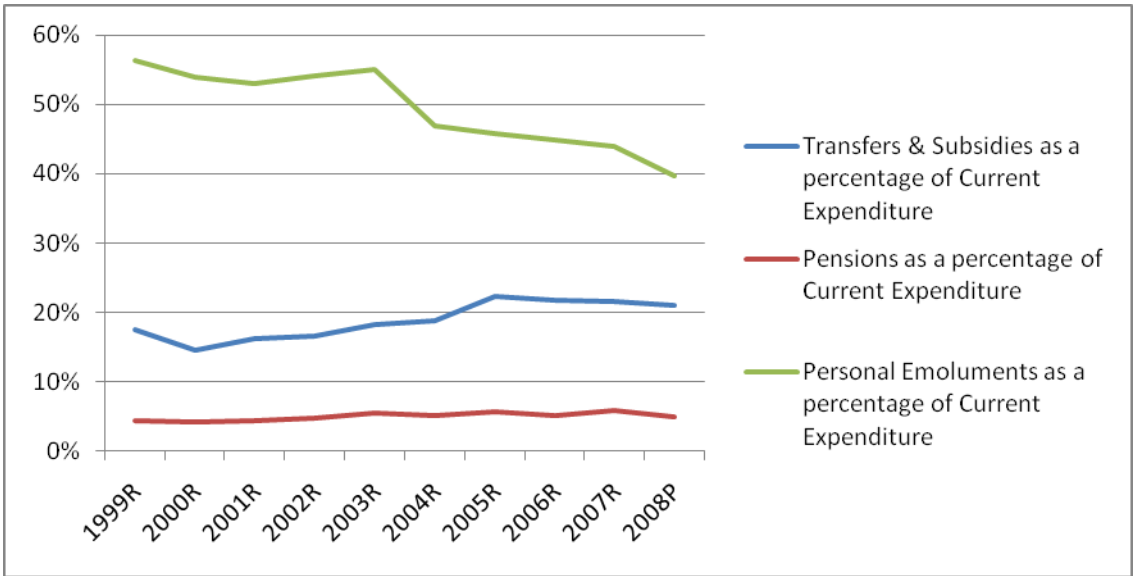

FIGURE 4.6: SOCIAL SPENDING AS A PERCENTAGE OF CURRENT EXPENDITURE

The first years of the first decade of the 21st century was not an auspicious beginning for Dominica, as it sought to grapple with its reinsertion into the international economy subject to more stringent rules of competitiveness and reduced trade protection, that had been its lot for its main exports. The external threats reverberated with major impact on the society and the economy, as the Government sought to transform the economy and to create a framework in which major development issues like the achievement of social equity and the reduction of poverty could be achieved. This was the backdrop against which the country has had to weather the most severe international economic crisis since the Great Depression of the 1930s.

CHAPTER FIVE: KEY POVERTY AND VULNERABLITY INDICATORS

This chapter presents the main estimates of poverty for Dominica based on the SLC/HBS which was conducted in 2007/2008. It presents a snapshot of the situation at the time of the survey.

The poverty line represents a monetary measure of the minimum annual consumption, in dollar terms, that is needed to meet the basic food and non-food requirements of an average adult, at prevailing prices. This is the consumption level that separates the poor from the rest of the population. It is calculated in two stages: the first stage involves an estimate of an *indigence line* or *food poverty line* and in the second stage, an adjustment is made to this indigence line to account for basic non-food needs, resulting in the *poverty line* estimate.

5.1 THE INDIGENCE LINE

The concept of *indigence* is premised on the notion that everyone must satisfy basic nutritional requirements if one is to survive and enjoy good bodily health. The indigence line provides the estimated level of expenditure for an average adult to meet the minimum food requirements which, according to scientific nutritional studies, are estimated to be necessary for maintaining a healthy existence. This is based on a basket of goods that at current prices, attains the minimum acceptable nutrition requirement (2,400Kcal) at the lowest possible cost. The estimated **indigence line** for Dominica at the time of the study was **EC$2,435** per annum or **EC$6.67** per day.

5.2 THE POVERTY LINE

Once the indigence line has been calculated, an adjustment is then made to account for basic non-food needs. Non-food consumption is estimated on the basis of a relative measure, and results in an estimate of relative poverty in the society.

In calculating the poverty line, the reciprocal of the food share of the poorest 40 percent (i.e. the two poorest quintiles) is multiplied by the dollar value of the indigence line. The result is the relative poverty line (usually referred to simply as the poverty line) which represents an estimate of the minimum cost of basic food and non-food needs for an average adult.

The **poverty line** for Dominica was estimated to be **EC$6,230 per annum per adult.**

5.3 THE VULNERABILITY LINE

The **vulnerability line,** set at 25% above the poverty line, was estimated at **EC$7,788**. Households consuming at levels below the vulnerability line are deemed to be "vulnerable". Persons living in households who do not fall below the poverty line (that is, they are not poor) but who fall under the vulnerability line are deemed to be at risk of falling into poverty should any adverse economic shock or natural disaster occur.

Table 5.1 provides a summary of the poverty, indigence and vulnerability lines for Dominica.

TABLE 5.1: INDIGENCE, POVERTY AND VULNERABILITY LINES FOR DOMINICA, 2009

Indicator of Vulnerability	Dominica 2009
Indigence Line (Annual in EC$)	2,435
Poverty Line (Annual in EC$)	6,230
Vulnerability Line (Annual in EC$)	7,788

Estimates of poverty are made at the level of the household, based on the per capita consumption expenditure, and the socioeconomic status is accorded to all household members.

Households that are unable to meet the adult equivalent per capita consumption expenditure set by the indigence line are said to be "indigent" and households that fail to meet the adult equivalent per capita consumption set by the poverty line are said to fall "below the poverty line", and are deemed to be poor. Thus, a person is deemed to be poor if he or she lives in a household whose adult equivalent per capita consumption falls below the poverty line[21].

Given that the average family size in Dominica is 2.3, the average family in Dominica would need at least EC$1,194 per month, or EC$14,239 per annum in expenditure on basic food and non-food items at prevailing prices to escape poverty (Table 5.2). The average family size is calculated on the basis of the Mean Adult Equivalent Household size which accounts for demographic variation in the composition of households, by sex and age, which have been known to influence consumption patterns.

[21] Because households differ in composition and size, per capita household consumption when used on its own may be a misleading indicator of the welfare of the individual members of the household. Therefore there is a common practice to normalise the members of households into a concept referred to as the "consumption per equivalent adult male". Thus an "equivalence scale" is used to measure the consumption needs of other members of the household relative to an adult male, where females and children are usually assigned weights of less than 1.

TABLE 5.2: MEAN ADULT EQUIVALENT HOUSEHOLD SIZE AND MINIMUM COST CONSUMPTION ESTIMATES, EC$ FOR DOMINICA, 2009

Mean Adult Equivalent Household Size	Indigence Line Per Month Per Adult	Poverty Line Per Month Per Adult	Minimum Required Per Month For an Average Household Size	Annual Poverty Line Per Adult	Minimum Annual Required for an Average Household to be above poverty line
2.3	EC$203	EC$519	EC$1,194	EC$6,230	EC$14,329

5.4 THE HEADCOUNT INDEX

The most commonly used measure of the incidence of poverty is the headcount index, commonly referred to as the "poverty rate". It measures the percentage of individuals living in households whose adult equivalent per capita consumption is less than the poverty threshold (poverty line).

In 2003, the estimated headcount index (poverty rate) was 39 percent and the indigence rate was 10 percent. Based on this updated study, the estimated poverty rate is 28.8 percent and the indigence rate is 3.1 percent (Table 5.3). The poor were in 22.8 percent of the households in 2009, and in 29 percent of households in 2003.

TABLE 5.3: COMPARISON OF2003 AND 2008 POVERTY RATES

Poverty Indicators (2003 and 2008/2009 Compared)	DOMINICA	
	% Individuals 2003	% Individuals 2008/09
Indigence Rate (percentage of individuals below the indigence line)	10	3.1
Poverty Headcount Index Poverty Rate (percentage of individuals below poverty line)	39	28.8
Vulnerable but not poor (percentage of individuals below the Vulnerability line but not below the poverty line)		11.5

Both the poverty and indigence rates have shown considerable improvement. The indigence rate is comparable over time as it is a measure of absolute poverty based on nutrition intake. The fall in this statistic confirms that there has been an improvement in living conditions among the poorest.

The Headcount Index (or poverty rate) cannot strictly be compared across time and across countries because poverty lines are relative (not absolute) and because there is need for a further step to calculate a line that has constant purchasing power in geographic locations or years. However, countries often use the headcount index to compare how countries are performing relative to their neighbours and how they themselves are performing over time. Table 5.4 compares the indigence and poverty rates for the OECS group of countries, based on their most recent Surveys of Living Conditions. It shows that the headcount index in Dominica is somewhere in the middle.

TABLE 5.4: INDIGENCE RATE AND HEADCOUNT INDEX-SELECTED CARIBBEAN COUNTRIES

Country	SLC Year	Indigence rate (%)	Head Count Index (%)
Anguilla	2002	2.0	23.0
Antigua and Barbuda	2005/06	3.7	18.3
Dominica	2008/2009	3.1	28.8
Grenada	2007/08	2.4	37.7
St. Kitts and Nevis	2007/08	1.0	21.8
St. Lucia	2005	1.6	28.8
St. Vincent and the Grenadines	2007/08	2.9	30.2

Source: CDB

Though quite easy to interpret and communicate, the headcount index does not provide information on the extent of poverty. This has serious implications for policy makers. Other measures such as the poverty gap ratio and the poverty severity ratio are therefore used.

5.5 THE POVERTY GAP AND POVERTY SEVERITY INDEX

The poverty gap ratio gives the depth or intensity of poverty as it shows how far away the poor are from the poverty line. Policy makers are therefore able to ascertain the minimum cost of eliminating poverty using targeted transfers to bring the poor up to the level of the poverty line.

The poverty severity index, though similar to the poverty gap, places a higher weight to the poorest and takes into account the consumption distribution amongst them. This in turn reflects the degree of inequality among them.

Table 5.4 presents the headcount index, poverty gap and poverty severity for Dominica by Parish in 2009. The headcount index for a particular Parish is interpreted as the proportion of residents within that Parish who are deemed to be poor, because they live in households that are consuming at levels below the poverty line. The Parishes of St. Joseph (47.1%), St. Paul (32.5%), St. Patrick (42.6%), St. David (40.3%) and St. Andrew (38%) had poverty headcount indices that were higher than the national average of 28.8percent. According to the Poverty Gap and Poverty Severity indices, poverty was found to be deepest and most severe in the parishes of St Andrew and St Joseph.

TABLE 5.5: HEADCOUNT, POVERTY GAP AND POVERTY SEVERITY BY PARISH, DOMINICA, 2009

Parish of Residence	Poverty Headcount	Poverty Gap	Poverty Severity
City of Roseau	12.7789	2.6771	0.9749
Rest of St. George	16.3158	4.3302	1.8962
St. John	10.2273	1.5501	0.3347
St. Peter	23.7113	5.8655	1.8828
St. Joseph	47.1545	15.4861	6.5912
St. Paul	32.5758	10.8552	4.9920
St. Luke	17.5000	7.4597	3.6910
St. Mark	27.3381	5.3661	2.1399
St. Patrick	42.6966	12.9862	6.2164
St. David	40.3756	11.4463	5.0655
St. Andrew	38.0841	14.9817	7.2542
Total	28.8219	8.9134	4.0091

5.6 THE GINI COEFFICIENT OF INEQUALITY

The level of inequality in an economy can be estimated by the Gini Coefficient. The closer the Gini Coefficient is to zero, the lower the degree inequality, and the closer it is to 1, the higher the inequality present.

Comparing the share of consumption of the richest 10 percent of the population against the consumption of the poorest 10 percent of the population, we get can get some sense of consumption patterns present in Dominica. The richest 10 percent of the population (decile 10) accounted for 37.2 percent of consumption expenditure while the poorest 10 percent of the population (decile 1) accounted for 2.0 percent of total consumption expenditure. In Dominica, the Gini Coefficient was estimated at 0.444 as reflected in Table 5.6. The Lorenz Curve shown in Figure 5.1 is a diagrammatical representation of the consumption distribution.

TABLE 5.6: DISTRIBUTION OF CONSUMPTION IN DOMINICA, 2009

Deciles	%		% cumulative		Gini
	Consumption	Population	Consumption	Population	
1	2.044	10.04	2.0	10	0.002
2	3.277	9.93	5.3	20	0.007
3	4.238	10.05	9.6	30	0.015
4	5.121	10.00	14.7	40	0.024
5	6.215	9.96	20.9	50	0.035
6	7.216	10.00	28.1	60	0.049
7	8.648	9.93	36.8	70	0.064
8	10.916	10.07	47.7	80	0.085
9	15.088	10.04	62.8	90	0.111
10	37.239	9.99	100.0	100	0.163
Total	100.00	100.00			0.4442

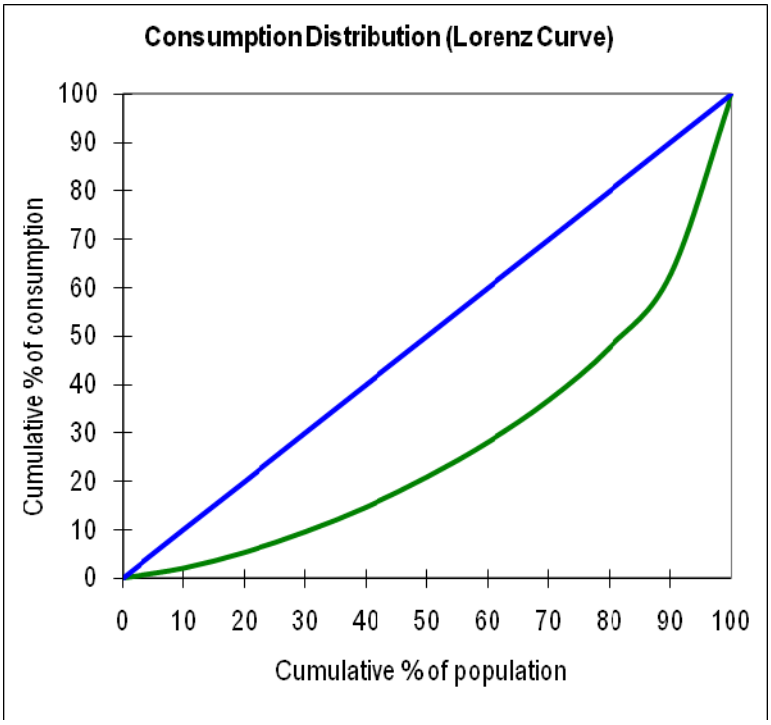

FIGURE 5.1: LORENZ CURVE FOR DOMINICA, 2009

5.7 ECONOMIC SITUATION OF HOUSEHOLDS

Heads of households in Dominica were asked to rate their present economic situation and compare it to a year prior to the survey. Most respondents (31.5%) felt that their economic situation was "*much worse now*" and only 3.1 percent of respondents stated that their economic situation was "*much better now*". Another 22.3 percent felt that their economic situation had "*remained the same*", while 26.2 percent and 14.1 percent felt that their economic situation was "*a little worse now*" and "*a little better now*" respectively (Table 5.7).

TABLE 5.7: ECONOMIC SITUATION OF HOUSEHOLD COMPARED TO ONE YEAR AGO BY QUINTILES

Overall Economic Situation	Household Quintiles					
	I	II	III	IV	V	Total
	%					
Much Worse Now	42.8	32.0	30.4	28.5	24.0	31.5
A Little Worse Now	22.2	30.8	29.9	25.8	22.6	26.2
Same	17.7	22.4	22.4	20.2	28.8	22.3
A Little Better Now	11.3	11.4	15.2	18.2	14.2	14.1
Much Better Now	2.1	.2	1.8	5.0	6.4	3.1
Don't Know	3.9	3.2	0.2	2.2	4.0	2.7
Total	100.0	100.0	100.0	100.0	100.0	100.0

Household heads were also asked to rate their household's economic situation on a scale of 1 to 5, where 1 is the poorest and 5 is the richest (Table 5.8). Less than 1 percent of household heads felt that they were rich, with no respondents in the second quintile being of the opinion that they were rich. The largest percentage of household heads (38.9%) felt that their household was in quintile three. Several of the households within the poorest quintile: 52.8% rated their household's economic situation as 2 or 3, meaning that they did not feel that they were among the poorest. This gives rise to the notion of the differing perceptions of poverty: while the scientific method might have deemed them to be poor, these households were not of the opinion that they were poor.

TABLE 5.8: SUBJECTIVE RATING OF HOUSEHOLD'S ECONOMIC SITUATION BY QUINTILES

Subjective Rating of Household	Household Quintiles					
	I	II	III	IV	V	Total
	%					
Poor	44.0	21.2	13.5	17.4	12.0	21.5
II	30.6	41.9	43.8	26.1	20.4	32.5
III	22.2	34.4	35.0	46.5	55.7	38.9
IV	0.0	1.9	6.6	8.1	9.1	5.2
V	0.7	0.0	0.5	0.8	0.8	0.6
Not Stated	2.5	0.6	0.6	1.1	1.9	1.4
Total	100.0	100.0	100.0	100.0	100.0	100.0

5.7.1 PERFORMANCE ON THE MILLENIUM DEVELOPMENT GOALS

The Millennium Development Goals (MDGs) were born out of an agenda in which the international community committed to poverty reduction in September 2000. This commitment took the form of a UN Declaration which lists 8 broad goals, with 18 targets and 48 indicators which measure improvements in the quality of life. These MDGs have become an internationally accepted framework used in measuring progress in development.

To better reflect regional developmental objectives, the Caribbean region has produced a list of Caribbean specific MDGs. Targets have been revised and the indicators have been extended from 48 indicators to 89 indicators. These revised targets are expected to be achieved by 2015. Table 5.10 demonstrates that Dominica has made progress on the MDGs and displays reasonable indicators in a number of key areas. Of course, there are major data gaps that prevent the monitoring of changes.

TABLE 5.9: ORIGINAL UNITED NATIONS MILLENNIUM DEVELOPMENT GOALS AND TARGETS

Goal	Target
Goal 1. Eradicate extreme poverty and hunger	Halve, between 1990 and 2015, the proportion of people who suffer from hunger
Goal 2. Achieve universal primary education	Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling.
Goal 3. Promote gender equality and empower women	Eliminate gender disparity in primary and secondary education, preferably by 2005, and to all levels of education no later than 2015.
Goal 4. Reduce child mortality	Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate
Goal 5. Improve maternal health	Reduce by three-quarters, between 1990 and 2015, the maternal mortality ratio
Goal 6. Combat HIV/AIDS, malaria and other diseases	Have halted by 2015 and begun to reverse the spread of HIV/AIDS. Have halted by 2015 and begun to reverse the incidence of malaria and other major diseases.
Goal 7. Ensure environmental sustainability	Integrate the principles of sustainable development into country policies and programmes and reverse the losses of environmental resources. Halve by 2015 the proportion of people without sustainable access to safe drinking water. By 2020 to have achieved a significant improvement in the lives of at least 100 million slum dwellers.
Goal 8. Develop a Global Partnership for Development	Develop further an open, rule-based, predictable, non-discriminatory trading and financial system. Address the special needs of the least developed countries Address the special needs of landlocked countries and Small Island Developing States. Deal comprehensively with the debt problems of developing countries through national and international measures in order to make debt sustainable in the long term. In cooperation with developing countries, develop and implement strategies for decent and productive work for youth In cooperation with pharmaceutical companies, provide access to affordable essential drugs in developing countries In cooperation with the private sector, make available the benefits of new technologies, especially information and communications

TABLE 5.10: PERFORMANCE OF DOMINICA ON THE CARIBBEAN-SPECIFIC MDGS

Goal 1. Eradicate extreme poverty and hunger		
Target 1	Indicators	Status
Halve, between 1990 and 2015, the proportion of people who fall below the poverty line	1. Proportion of households living below the poverty line;	28.8 percent of individuals and 22.8 percent of households were living below the poverty line (2009 SLC), compared to 40.0 percent of individuals and 29 percent of households in 2003.
	2. Poverty gap ratio	The poverty gap ratio is 8.9 and the poverty severity ratio is 4.0 (2009 SLC).
	3. Share of poorest quintile in national consumption	The lowest quintile accounted for 5.2 percent of national consumption and the fifth quintile accounted for 52.2 percent (2009 SLC).
	4. Proportion of employed living in households that are below the poverty line, by sex (of household head)	74.1 percent of individuals who were below the poverty line were employed. (2009 SLC)
Target 2	Indicators	
Halve, between 1990 and 2015, the proportion of people who suffer from hunger	5. Prevalence of under weight children by sex	Over the period 1998-2004, 10 percent of infants had low birth weight. (www.unesco.org/education/GMR/2007/statistical_tables.pdf)
	6. Proportion of population below minimum level of dietary energy consumption by sex	In 2004, 5 percent of the population was undernourished. (http://mdgs.un.org/unsd/mdg/Data.aspx) 3.1 percent of individuals were consuming at levels below the indigence line or minimum dietary energy consumption (2009 SLC).
Target 3	Indicators	Status
Halve, between 1990 and 2015, the proportion of persons without access to basic services	7. Proportion of population with access to electricity by sex of head of households	90.1 percent of households used electricity as the main type of lighting (2009 SLC).
	8. Proportion of households using pit latrines by sex of household head	25.3 percent of households used pit latrines as their type of toilet facility (2009 SLC).
Target 4	Indicators	Status
Halve, between 1990 and 2015, the proportion of persons living in inadequate housing	9. Proportion of population in inadequate housing by sex of head of household	2.5 percent of those in the lowest quintile reported that the material of the outer walls of their dwelling was “makeshift” (2009 SLC).

Goal 2. Achieve universal primary and secondary education		
Target 5	Indicators	Status
Ensure that, by 2015, children everywhere (boys and girls alike) will be able to complete a full course of primary and secondary schooling, up to Grade 12	10. Net enrolment ratio in primary education by sex	The net enrolment ratio in primary education was 78.9 percent for males and 85.2 for females in 2006 (http://mdgs.un.org/unsd/mdg/Data.aspx).
	11. School attendance among primary school children by sex	n/a
	12. Proportion of pupils starting Grade 1 who reach Grade 5 by sex	97.2 percent of male pupils and 94.6 percent of female pupils started grade 1 and reached the last grade of primary school in 2006 (http://mdgs.un.org/unsd/mdg/Data.aspx).
	13. Net enrolment ratio in secondary education by sex	The net enrolment ratio in secondary education was 89 for males, 92 for females and 90 for both sexes in 2004. (www.unesco.org/education/GMR/2007/statistical_tables.pdf)
	14. Proportion of pupils who reach Grade 12 (fifth form) in secondary school by sex	n/a
	15. Proportion of students who matriculate at Grade 12 with passes in at least two subjects English (or official language of country) and Mathematics by sex	n/a
	16. Literacy rate of 15-24 year-olds by sex	
	17. number of primary and secondary schools addressing gender stereotyping in the curriculum	n/a
	18. Percentage of schools with age appropriate curricula	
	19. Percentage of trained teachers in primary and secondary schools	In 2004, 64 percent of primary school teachers were trained (www.unesco.org/education/GMR/2007/statistical_tables.pdf)
	20. Average number of children in class by grade by school	In 2005, the pupil-teacher ratio was 18. (http://stats.uis.unesco.org/unesco/tableviewer/document.aspx?FileId=197)

Goal 3. Promote gender equality and empower women		
Target 6	Indicators	Status
Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015.	21. Ratio of girls to boys in primary, secondary and tertiary education	In 2006, the Gender Parity Index (which shows females' level of access to education compared to the access of males) at the primary level was 1.02 and at the secondary level was 0.98 (http://mdgs.un.org/unsd/mdg/Data.aspx).
	22. Ratio of literate women to men of 15-24 years	In 2002, the literacy rate for persons 15 years and over was 84 for females and 86 males (PAHO Gender, Health and Development in the Americas 2003).
	23. Proportion of students who take Maths and Science examinations at Grade 12 by sex	n/a
Target 7	Indicators	Status
Eliminate gender disparity in income and occupational opportunities at all levels and in all sectors, no later than 2015	24. Share of women in wage employment in the non-agricultural sector	Women accounted for 43.8 percent of those in wage employment in the non-agricultural sector in 2001(http://mdgs.un.org/unsd/mdg/Data.aspx).
	25. Average national income of men and women by sector of employment	
	26. Employed persons by occupational status by sex	
	27. Proportion of seats held by women in national parliament	In 2009, women held 18.8 percent of seats in national parliament which is equivalent to 6 of the 32 seats (http://mdgs.un.org/unsd/mdg/Data.aspx).
	28. Proportion of women holding office in local government	
Target 8	Indicators	Status
Reduce by 60% by 2015, all forms of gender based violence	29. Incidence of reported physical abuse by sex of the abused	
	30. Existence of integrated national action plans to eliminate gender based violence by 2010	In 1980, Dominica signed the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) (http://www.un.org/womenwatch/daw/cedaw/states.htm).
	31. Type of crime by age and sex of offender and age and sex of victim	Stealing/robbery and housebreaking were the crimes reported by the largest percentage of persons who were victims of crime (2009 SLC).
	32. Age and sex of persons who report experiencing physical violence in the past year at the hands of an intimate partner	n/a
	33. Percentage of sexual assault cases completed through the court process in a 12-month period of the date of charge	n/a

Goal 4. Reduce child mortality		
Target 9	Indicators	
Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate	34. Under-five mortality rate by sex	The under-five mortality rate was 11 children per 1,000 live births in 2007 (http://mdgs.un.org/unsd/mdg/Data.aspx).
	35. Infant mortality rate by sex	In 2007, the infant mortality rate was 9 children per 1,000 live births (http://mdgs.un.org/unsd/mdg/Data.aspx).
	36. Proportion of children 1-5 years of age who have received complete immunisation coverage (BCG, three doses of DPT and oral polio, measles)	In 2007, 96 percent of 1 year old children were immunised against measles. In 2004, 99% of 1 year old children were immunised against BCG, DPT1, DPT3, Polio and Measles (www.unesco.org/education/GMR/2007/statistical_tables.pdf).
	37. Number of children injured through, violence by sex and age	n/a
	38. Number of children killed through violence, by sex and age of victim and perpetrator	n/a
Goal 5. Improve maternal health		
Target 10	Indicators	
Reduce by three quarters, between 1990 and 2015, the maternal mortality ratio	39. Maternal mortality ratio per 1,000 population	The target of zero maternal deaths was reached in 1993 (http://www.paho.org/English/HIA1998/Dominica.pdf).
	40. Proportion of births attended by skilled health personnel	99 percent of all births in 2005 were attended to by skilled health personnel (http://mdgs.un.org/unsd/mdg/Data.aspx).
Target 11	Indicators	
Universal access to reproductive and sexual health services through the primary healthcare system by 2015	41. Proportion of contraceptive demand satisfied	n/a
	42. Adolescent fertility rate	In 1995, 14.2 percent of all births were to teenage mothers. However, this percentage did fall from 20 percent in 1992 (http://www.paho.org/English/HIA1998/Dominica.pdf). In 2003, the adolescent birth rate per 1,000 women was 51.0 (http://mdgs.un.org/unsd/mdg/Data.aspx). 41.1 percent of females reported that the age at their first birth was between the ages of 15-19 (2009 SLC).

Goal 6. Combat HIV/AIDS, malaria and other diseases		
Target 12	Indicators	Status
Have halted by 2015 and begun to reverse the spread of HIV/AIDS	43. HIV prevalence among pregnant women aged 15-24 years	n/a
	44. Condom use, rate of contraceptive prevalence	n/a
	a. Condom use at last high risks sex by sex	
	b. Percentage of population aged 15-24 years with comprehensive correct knowledge of HIV/AIDS by sex	A continuing programme of HIV testing, surveillance, education and counseling is in place (http://www.paho.org/English/HIA1998/Dominica.pdf).
	c. Contraceptive prevalence rate	In 1995, 44 percent of women in the 15-44 age group were using contraceptives (http://www.paho.org/English/HIA1998/Dominica.pdf).
	45. Condom use as a proportion of overall contraceptive use by persons, ages 15-24, in consensual unions by union type	n/a
	46. Ratio of school attendance of orphans to school attendance to non-orphans (10-14)	n/a
	47. Proportion of children orphaned by HIV/AIDS by age group	n/a

Goal 6. Combat HIV/AIDS, malaria and other diseases		
Target 13	Indicators	Status
Have halted by 2015 and begun to reverse the incidence of malaria and other major diseases	48. Prevalence and death rates associated with malaria	In 2000, the malaria related mortality rate per 100,000 children aged 0 to 4 years was 0.0. (http://globalis.gvu.unu.edu/indicator_detail.cfm?IndicatorID=73&Country=DM)
	49. proportion of population in malaria risks areas using effective malaria preventive and treatment measures	n/a
	50. Prevalence and death rates associated with tuberculosis	The tuberculosis prevalence rate and death rates in 2007 was 18.7 per 100,000 population and 2.1 per 100,000 population respectively (http://mdgs.un.org/unsd/mdg/Data.aspx)
	51 Proportion of tuberculosis cases detected and cured under DOTS	The tuberculosis detection rate under DOTS was 60.7 percent in 2007 (http://mdgs.un.org/unsd/mdg/Data.aspx) The treatment success rate under DOTS was 50 percent in 2006 (http://mdgs.un.org/unsd/mdg/Data.aspx)
	52. Existence of programmes that take into account the gender dimensions of power in the transmission and treatment of HIV/AIDS	n/a
	53. Prevalence of chronic diseases by sex and age	14.1 percent of males and 21.0 percent of females suffered from chronic lifestyle diseases (2009 SLC).
	54. Provision of support services for primary caregivers	n/a
Goal 7. Ensure environmental sustainability		
Target 14	Indicators	Status
Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources	55. Proportion of land area covered by forest 56. Ratio of area protected to maintain biological diversity to surface area 57. Energy use (kg oil equivalent) per GDP (PPP) 58. Carbon dioxide emissions per capita 59. Proportion of population using solid fuels (with access to secure tenure)	In 2005, 61.3 percent of land area is covered by forest, while in 1990 this percentage was 66.7 percent (http://mdgs.un.org/unsd/mdg/Data.aspx). 200 square km of terrestrial area and 4 square km of marine areas protected (2008) (http://mdgs.un.org/unsd/mdg/Data.aspx). In 2001, energy consumption was 509 kg of oil equivalents per capita (http://globalis.gvu.unu.edu/indicator_detail.cfm?IndicatorID=146&Country=DM). Carbon dioxide emissions were 1.7352 metric tons of CO_2 per capita (2006) (http://mdgs.un.org/unsd/mdg/Data.aspx).

Goal 7. Ensure environmental sustainability		
Target 15	Indicators	Status
Halve, by 2015, the proportion of people without sustainable access to safe drinking water and improved sanitation	60. Proportion of population with sustainable access to an improved water source	In 2000, 97 percent of the population had an improved drinking water source (http://mdgs.un.org/unsd/mdg/Data.aspx).
	61. Proportion of urban population with access to an improved sanitation	83 percent of the population was using an improved sanitation facility (2000) (http://mdgs.un.org/unsd/mdg/Data.aspx).
Target 16	Indicators	Status
Have achieved by 2020, significant improvement in the lives of at least 70% of persons living in poor communities	62. Proportion of households with access to secure tenure	76 percent of households owned their homes with/ without a mortgage (2009 SLC).
Target 17	Indicators	Status
Construct and Implement a vulnerability index for the Caribbean within the next five years, which is sensitive to economic, social and environmental threats	63. Percentage of coral reefs destroyed by human activity	All the approximately 70 sq km of coral reef around Dominica is threatened by human activities (http://www.wri.org/publication/content/7884).
	64. Percentage of coral reefs destroyed by natural disasters	In 1995, hurricane Luis caused heavy sedimentation and wave destruction of reef building coral along the southwest coast. (http://www.wri.org/publication/content/7884)
	65. Incidence of natural disasters	Dominica experienced hurricane Luis in 1995, hurricane Dean in 2007 and hurricane Omar in 2008.
	66. Economic losses resulting from natural disasters	The cumulative damage caused by hurricane Dean (2007) and Omar (2008) was estimated to be at 35 percent of GDP with the agriculture sector taking the brunt of the damage in 2007, while in 2008 mainly tourism, fishing and coastal infrastructure were affected. (http://www.imf.org/external/pubs/ft/scr/2009/cr09293.pdf)
	67. Social dislocation resulting from natural disasters	Hurricane Dean (2007) resulted in landslides that block several roads. A total of 546 houses suffered either complete roof loss (183), partial roof damage (205), complete destruction of house (43) or significant structural damage to components other than the roof (115). Also, 225 non-dwelling units suffered damage. There were also landslides which blocked several roads.(http://en.wikipedia.org/wiki/Effects_of_Hurricane_Dean_in_the_Lesser_Antilles)
	68. Existence of a sustainable framework for the collection, processing and analysis of data relevant to the construction of a Vulnerability Index	n/a

Goal 7. Ensure environmental sustainability		
Target 18	Indicators	Status
Develop further an open, ruled-based predictable, non-discriminating trading and financial systems	69. Net ODA as a percentage of OECD/DAC donors' gross national product (targets of 0.7% in total and 0.15% for LDCs	In 2006 ODA inflow as a percent of gross national income was 7 percent (http://www.unicef.org/infobycountry/dominica_statistics.html)
Target 19 Address the special needs of the Least Developed Countries, LDCs (includes tariffs and quota free access for LDCs' exports; enhanced programme of debt relief for HIPCs and cancellation of official bilateral debt; and more generous programmes of debt relief for countries committed to poverty reduction)	70. Proportion of ODA to basic social services (basic education, primary health care, nutrition, safe water and sanitation)	n/a
	71. Proportion of ODA that is untied	n/a
	72. Proportion of ODA for environment in Small Island Developing States	n/a
	73. Proportion of ODA for transportation in land locked countries	n/a
	74. Proportion of exports (by value and excluding arms) admitted free of duties and quotas	n/a
	75. Services as a proportion of total exports	n/a
	76. Average tariffs and quotas on agricultural products and textiles ad clothing from developing countries	n/a
Target 20 Address the special needs of landlocked countries and SIDS	77. Domestic and export agriculture subsidies in OECD countries	n/a
Target 21 Deal comprehensively with the debt problems of developing countries, through national and international measures in order to make debt sustainable in the long term	78. Sanitary and phytosanitary rules implemented by developed countries which exceed the standards specified by international organisations	n/a
	79. Cost of implementing sanitary/ phytosanitary measures as a percentage of the total value of exports for which these measures are required	n/a
	80. Proportion of ODA provided to help build trade capacity	n/a
	81. Proportion of official bilateral HIPC debt	n/a

	cancelled	
Target 22 In cooperation with developing countries, develop and implement strategies for decent and productive work for youth, women and especially vulnerable groups Target 23 In cooperation with pharmaceutical companies, provide access to affordable internationally approved essential drugs in developing countries Target 24 In cooperation with the private sector, make available the benefits of new technologies, especially information and communications	82. Debt service as a percentage of export of goods and services	In 2006, debt service as a percentage of exports of goods and services was 15 percent (http://www.unicef.org/infobycountry/dominica_statistics.html).
	83. Proportion of ODA provided as debt relief	n/a
	84. Unemployment rate by age group and sex	
	85. Proportion of population with access to affordable essential, approved drugs on a sustainable basis	n/a
	86. Telephone lines per 100 people	In 2004, there were 26.69 telephone lines per 100 population and there were 20, 963 telephone lines. Also in 2004, there were 41, 838 cellular telephone subscriptions (http://mdgs.un.org/unsd/mdg/Data.aspx).
	87. Personal computers per 100 people	In 2004, there were 16.55 personal computers per 100 population (http://mdgs.un.org/unsd/mdg/Data.aspx).
	88. Ratio of personal computers to students in primary and secondary school	n/a
	89. Use of internet by government to provide information to the population	n/a

5.7.2: CLIMATE CHANGE AND VULNERABILITY IN DOMINICA

Across the Caribbean, the frequency of severe hurricanes has increased in recent years, imposing serious costs on affected islands. For example, Hurricane Dean in 2007 had a severe impact on Dominica. The country suffered damage estimated at $EC 162 million, amounting to about 58 per cent of its GDP (see table 2). In addition to the loss of income and employment that such disasters cause, scarce resources have to be diverted to the repair of infrastructure, such as roads, power and water supplies, away from social essentials, such as health and education which are also frequently damaged during these storms. Tables 5.11 and 5.12 summarize data on the islands affected by hurricanes within the last two decades and the estimated cost of damage.

TABLE 5.11: SUMMARY OF RECENT HURRICANE OCCURRENCE IN THE CARIBBEAN

Year of hurricane	Name of Hurricanes/Storms	Island(s) affected
1992	Andrew	Bahamas
1994	Debby	St. Lucia
1995	Luis & Marilyn	Anguilla, Antigua/Barbuda, St. Kitts/Nevis, Dominica, Montserrat
1996	Bertha	British Virgin Islands
1998	Georges	Antigua and Barbuda, St. Kitts and Nevis
1998	Mitch	Belize (flooding)
1998	Floyd	Bahamas
1999	José	Antigua and Barbuda
1999	Lenny	Entire North-eastern Caribbean
2004	Ivan	Cayman Islands, Cuba, Jamaica, Grenada
2005	Emily	Grenada
2007	Dean	Belize, Dominica, , Jamaica

Source: CDERA

TABLE 5.12: SUMMARY OF RECENT HURRICANE DAMAGE AND COST IN THE CARIBBEAN

Cost of damage to countries most seriously affected by Hurricanes Luis (1995), Marilyn (1995), Ivan (2004) and Dean(2007), in Millions of EC dollars				
Country	1995	Storm Damages ($EC Millions)	GDP for preceding year ($EC Millions)	Damage/GDP
Anguilla	1995	245	166.4	147%
Antigua/Barbuda	1995	810	1 143.9	71%
Montserrat	1995	8	147.3	5%
Dominica	1995	262	494.1	53%
St. Kitts/Nevis	1995	532	505.6	105%
St. Martin	1995	1764		NA
Grenada	2004	1100	454	242%
Dominica	2007	162	279	58%

Sources: CDERA: Report on the Economic Impact of the Recent Disasters in the Eastern Caribbean, 1998.
ECLAC/CDCC: Selected Statistical Indicators of Caribbean Countries Doc. LC/CAR/G.535 Vol. X, 1997.

These environmental hazards in Dominica are compounded by additional challenges due to climate change and global warming. The Intergovernmental Panel on Climate Change (IPCC)[22] has suggested that as a consequence of global warming, sea levels may rise by one meter over the next 100 years. This presents one of the more grave consequences of climate change for Dominica. The area of the entire island is 754 square kilometres (km^2), only 121.86 km^2 (or 16 percent) of which is settled by humans.

Most of the human settlement in Dominica is coastal (81 percent or 98.66 km^2) and 23.2 km^2 of the interior is settled, constituting just 19 percent of all human settlement on the island (see Figure 3). The southern third of the island is the most densely populated area, with the south-western portion of the island accommodating most of the interior human settlement of the entire island. Sea level rise therefore poses the threat of almost total devastation of human settlements in Dominica in the event of increased flash

[22] http://www.ipcc.ch/pdf/assessment-report/ar4/syr/ar4_syr_spm.pdf

flooding and submerging of the littoral. There could also be significant loss of land area, damage to coral reefs surrounding the island, (which leads to reduced protection from tidal impacts and could increase coastal erosion), and changes in the eco-systems of the island both on land and underwater. The Environmental Coordinating Unit (ECU) has been providing support to a UNDP programme on the island called Poverty Assessment and Reduction, which includes some consideration for adaptations to climate change. The Pilot Programme for Climate Change Resilience (PPCR) has also been successfully launched and work currently continues on the Country's 2nd National Communication to the UN under the Climate Change Convention.

In sum, in terms of measured poverty or indigence, Dominica seems to have experienced some improvement in social conditions. To the extent that there are relevant data on the MDGs, there seems to have been some advance, and/or high standards maintained where these had already been achieved, e.g., access to potable water supply, access to electricity, reduction in maternal deaths. The travails of natural disaster have been ever present, and create huge infrastructural demands on the society. Poverty reduction measures will need to address not only the economic and social challenges but also natural forces, some of which have been exacerbated by global climate change.

CHAPTER SIX: THE FACE OF POVERTY IN DOMINICA

This chapter answers some of the key questions on poverty in Dominica, including:

- Who are the poor?
- Where do they live?
- What are the physical conditions under which they live?
- How have they been coping with conditions under which they live?

6.1 GEOGRAPHIC DISTRIBUTION OF POVERTY

St. Andrew accounted for 19.4 percent of the nation's poor, while St. Patrick (17.8 percent), St. David (13.6 percent) and St. Joseph (13.5 percent) all had disproportionally high levels of poor persons. Thus, while St. Joseph accounted for only 8.3 percent of the population, it accounted for 13.5 percent of the poor. Likewise, St. Patrick accounted for 17.8 percent of the poor but only 12 percent of the population. This information is summarised in Table 6.1.

TABLE 6.1: DISTRIBUTION OF POOR AND NON-POOR BY PARISH

	Socio-Economic Status					
	Poor		Non-Poor		Total	
Parish	N	%	N	%	N	%
City of Roseau	1922	9.3	13118	25.6	15040	20.9
Rest of St. George	892	4.3	4576	8.9	5468	7.6
St. John	564	2.7	4947	9.6	5511	7.7
St. Peter	356	1.7	1146	2.2	1502	2.1
St. Joseph	2812	13.5	3152	6.1	5964	8.3
St. Paul	2830	13.6	5857	11.4	8686	12.1
St. Luke	284	1.4	1341	2.6	1625	2.3
St. Mark	539	2.6	1433	2.8	1973	2.7
St. Patrick	3703	17.8	4969	9.7	8672	12.0
St. David	2823	13.6	4168	8.1	6991	9.7
St. Andrew	4034	19.4	6559	12.8	10593	14.7
Total	20759	100.0	51266	100.0	72025	100.0

While the average level of poverty was 28.8 percent for the country, there was considerable disparity among the parishes. The percentage of poor persons within Parishes is shown in Table 6.2. The Parishes of St. Joseph (47.2%), St. Paul (32.6%), St. Patrick (42.7%), St. David (40.4%) and St. Andrew (38.1%) all had poverty rates that were above the national average.

Figure 6.1 shows that St. Joseph, St. Patrick and St. David are among the poorest parishes in Dominica. The entire east of the island was poor: the parishes – St. Andrew, St. David, and St. Patrick – had poverty levels of at least 10 percent higher than the national average. On the other hand, Roseau and St. John had levels of poverty that were less than one half of the national average. Roseau and the rest of St. George (with a poverty level of 16.3 percent) would have attracted those seeking to escape poverty in parishes like St. Patrick and St. Joseph.

In the course of their discussion of the impact of the structural adjustment on the banana industry, farmers commented on the flight that had taken place in rural communities of the East (See Volume 3).

> *"Castle Bruce is empty"*
> *"...houses empty"*
> *"Farmers left in droves."*

TABLE 6.2: DISTRIBUTION OF SOCIO ECONOMIC STATUS WITHIN PARISH

	Socio-Economic Status					
	Poor		Non-Poor		Total	
Parish	N	%	N	%	N	%
City of Roseau	1922	12.8	13118	87.2	15040	100.0
Rest of St. George	892	16.3	4576	83.7	5468	100.0
St. John	564	10.2	4947	89.8	5511	100.0
St. Peter	356	23.7	1146	76.3	1502	100.0
St. Joseph	2812	47.2	3152	52.8	5964	100.0
St. Paul	2830	32.6	5857	67.4	8686	100.0
St. Luke	284	17.5	1341	82.5	1625	100.0
St. Mark	539	27.3	1433	72.7	1973	100.0
St. Patrick	3703	42.7	4969	57.3	8672	100.0
St. David	2823	40.4	4168	59.6	6991	100.0
St. Andrew	4034	38.1	6559	61.9	10593	100.0
Total	20759	28.8	51266	71.2	72025	100.0

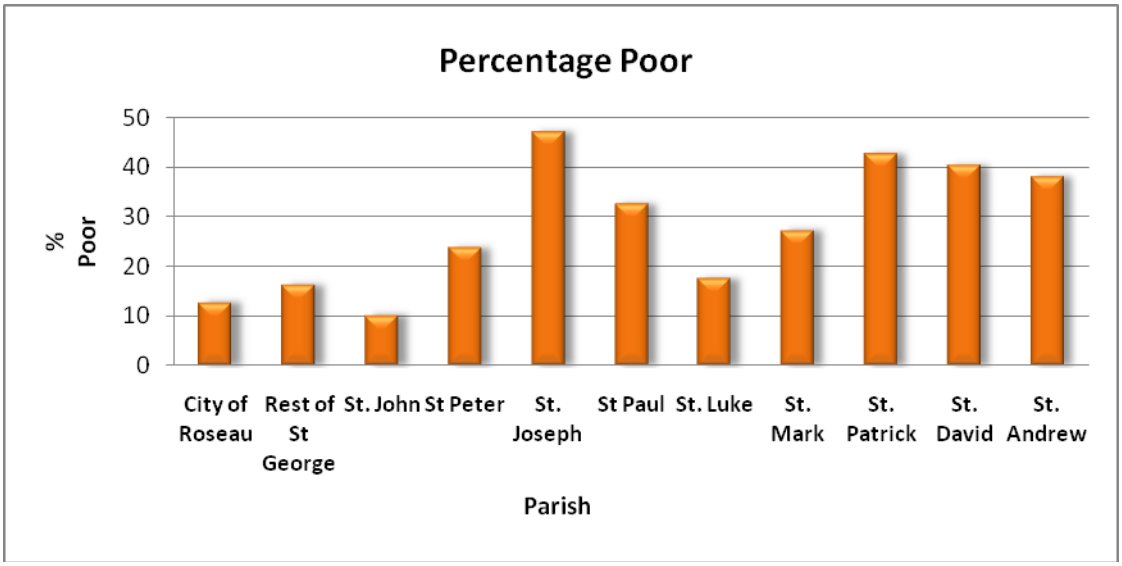

FIGURE 6.1: PERCENTAGE POOR BY PARISH

The more sparsely settled areas of the country, which are in the East, and are also heavily engaged in primary activity, namely agriculture and fishing, are among the poorest parts of the island nation. St. Joseph which was estimated to have the highest level of poverty is a parish on the west of the island and has a few communities which are highly compact urban settlements.

It is possible that for certain special reasons, St. Joseph might have been the destination of part of the rural urban population drift in the last two decades as the Banana Industry went into decline. Also, some of the limited industrial development that has occurred along the west coast in terms of soap production and in the processing of quarrying materials, is close enough to make St. Joseph a probable location for settlement for those seeking to be near to industrial type jobs.

6.2 DEMOGRAHIC DISTRIBUTION OF POVERTY

The poor tend to have larger numbers of children. Thus, as has been found in other countries of the region, the results show a certain youthfulness among the poor. The data show that children (aged 0-14 years) accounted for 26.5 percent of the population and youths (aged 15-24 years) accounted for 16.3 percent of the population, a total of 42.8 percent for children and youths together. However, as can be seen in Table 6.3, persons 0 – 24 years of age, i.e. children and youth, are disproportionally represented among the poor, accounting for 52.1 percent of all poor persons.

TABLE 6.3: DISTRIBUTION OF SOCIO ECONOMIC STATUS BY AGE GROUPS

		SOCIO-ECONOMIC STATUS					
		Poor		Non-Poor		Total	
Cohort	Age Groups	N	%	N	%	N	%
Children	0-14	7404	35.7	11712	22.8	19116	26.5
Youth	15-24	3402	16.4	8271	16.2	11673	16.3
Adults	25-34	1999	9.6	5771	11.3	7770	10.8
	35-44	2776	13.4	7003	13.7	9779	13.5
	45-54	2061	10	6734	13.2	8795	12.3
	55-64	1092	5.2	5016	9.8	6107	8.5
Elderly	65 and Over	2024	9.8	6760	13.2	8784	12.2
All Groups	Total	20759	100	51266	100	72025	100

A noteworthy feature of the data though is the fact that they point to a change in the shape of the population pyramid, with the younger age cohorts (0-4 and 5-9 years) showing a declining percentage compared to the cohort 10-14, both among the poor and in the population generally. Figure 6.2 shows that children under the age of 14 are the most likely to be poor than any other cohort.

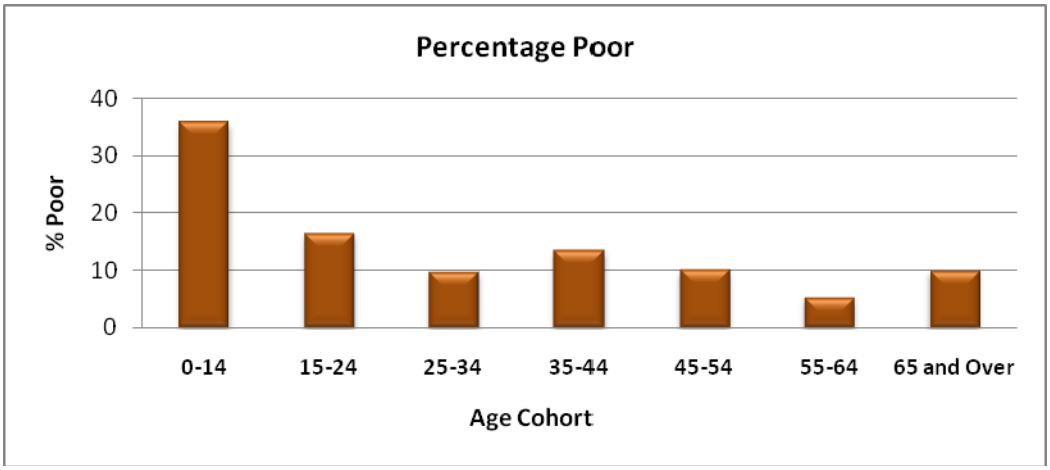

FIGURE 6.2: PERCENTAGE POOR BY AGE GROUP

Given the high levels of emigration that the country has experienced, some substantial percentage of the population of child bearing age would have migrated and would have had their children abroad. The cohort distribution especially in the age groups under 20 years of age, give all the indications of a pyramid that is becoming egg-shaped at this point in the demographic transition of Dominica. Given the shape of the population distribution and the current level of poverty, it can be argued that emigration has allowed Dominica to contain some of its potential for poverty, through the emigration of its people.

In contrast, while the elderly comprised 12.2 percent of the population, they were 9.8 percent of the poor. There would have been vastly divergent conditions among the elderly. There are those who lived in parlous conditions as illustrated in some of the commentary of elderly people interviewed in the course of the PPA. Some of these have become responsible for the care of grandchildren, whose parents have migrated, and may not send remittances in quantum and in regularity to take care of their own parents and children.

There are also those retirees, a small number of whom are foreign and have bought retirement homes in Dominica. There are also the returning nationals who have elected to spend their retirement years back home, and utilise their pensions from abroad and accumulated savings in achieving a reasonable quality of life. These groups would have been in vastly different circumstances compared to those who have been forced to rely on public assistance, and old age pensions.

In respect of gender, there was nothing in the data to suggest higher levels of poverty among either males or females. The percentage of poor males and the percentage of poor females were almost exactly the same, at 28.8 percent and 28.9 percent respectively, for males and for females as can be seen in Table 6.4. However poverty among females seemed to have had different characteristics compared to poverty among males based on the findings in the PPA.

TABLE 6.4: DISTRIBUTION OF SOCIO ECONOMIC STATUS BY SEX

	Socio-Economic Status					
	Poor		Non-Poor		Total	
Sex	N	%	N	%	N	%
Male	10144	28.8	25106	71.2	35249	100.0
Female	10615	28.9	26160	71.1	36776	100.0
Total	20759	28.8	51266	71.2	72025	100.0

In respect of ethnic origin, indigenous persons were more likely than any other group in the population to be poor; 49.8 percent or one in two persons of indigenous origin are poor. This is a significant finding as the indigenous population represents about 5 percent of the total population of Dominica (approximately 3300 persons). However, there has been a reduction in measured poverty among the group, given that in 2003, some 70 percent was poor and half were indigent.

TABLE 6.5: DISTRIBUTION OF POPULATION BY ETHNICITY AND SOCIO ECONOMIC STATUS

	Socio-Economic Status		
	Poor	Non-Poor	Total
Ethnicity	%	%	%
African Descent/Negro/Black	28.6	71.4	100.0
Indigenous People (Amerindian/Carib)	49.8	50.2	100.0
East Indian	0.0	100.0	100.0
Portuguese	0.0	100.0	100.0
Syrian/Lebanese	0.0	100.0	100.0
White/Caucasian	4.5	95.5	100.0
Mixed	26.4	73.6	100.0
Other	0.0	100.0	100.0
Don't know/Not Stated	50.0	50.0	100.0
Total (%)	28.8	71.2	100.0
Total (N)	20,759.0	51,266.0	72,025.0

6.3 EMPLOYMENT STATUS OF THE POOR

The employment status of the poor relative to the non-poor is an important factor for examination, given that access to employment is one avenue for escaping poverty.

Table 6.6 and Figure 6.3 show the distribution of the labour force by socioeconomic status and employment status. Of those deemed to be poor, 74.1 percent were employed, while 25.9 percent were unemployed. The former represent the "working poor", in that the proceeds from their employment were unable to keep their households out of poverty. The unemployment rate among the poor was higher than the national unemployment rate of 14.0 percent. Thus, poverty reduction would require ensuring the kind of employment that can raise the employed poor out of poverty and reduce or eliminate unemployment among the poor.

TABLE 6.6: DISTRIBUTION OF LABOUR FORCE BY SOCIO ECONOMIC STATUS AND EMPLOYMENT STATUS

	Socio-Economic Status					
	Poor		Non-Poor		Total	
Employment Status	N	%	N	%	N	%
Employed	5668	74.1	22415	89.6	28083	86.0
Unemployed	1980	25.9	2591	10.4	4571	14.0
Total	7648	100.0	25006	100.0	32654	100.0

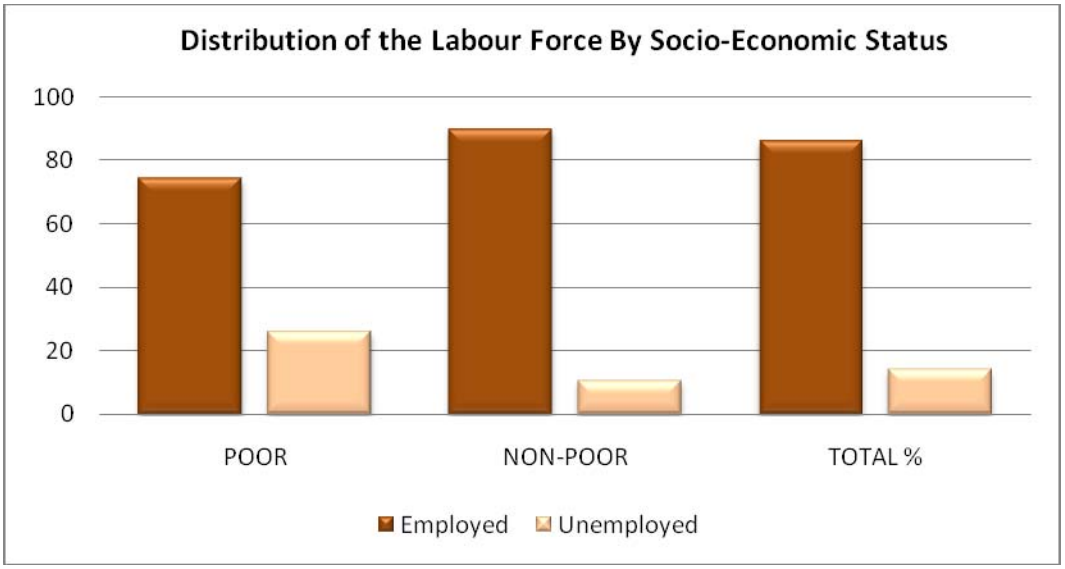

FIGURE 6.3. DISTRIBUTION OF LABOUR FORCE BY SOCIO-ECONOMIC STATUS

The distribution of the unemployed by socio-economic status and by sex is seen in Table 6.7. Both poor and non-poor women face a higher level of unemployment than men. Thus, while 20 percent of poor males were unemployed, 33.8 percent of poor females were unemployed.

TABLE 6.7: DISTRIBUTION OF UNEMPLOYED BY SOCIO ECONOMIC STATUS AND BY SEX*

	SOCIO-ECONOMIC STATUS					
	Poor		Non-Poor		Total	
Sex	N	%	N	%	N	%
Male	888 (4424)	20.0	1110 (13647)	8.1	1998 (18071)	11.1
Female	1092 (3224)	33.8	1481 (11359)	13.0	2573 (14583)	17.6
Total	1980 (7648)	25.9	2591 (25006)	10.4	4571 (32654)	14.0

*Figures in parentheses are total labour force.

6.4 PHYSICAL LIVING CONDITIONS OF THE POOR

6.4.1 MEAN HOUSEHOLD SIZE

As has been found in other studies in the Caribbean, poorer households tend to be larger in terms of mean household size or adult equivalence. In respect of Dominica, the average household size for the country was 3.02, but this corresponds to an average adult equivalence household size of 2.32. The size of the household falls with improvement in socio-economic status, from an average of 3.86 persons in the lowest socio-economic group to 2.01 in the highest (Table 6.8).

If the number of persons per bedroom is seen as an index of physical living conditions, the data show that conditions improve with socio-economic status. Thus, while in the lowest quintile, there were 2.34 persons per bedroom, the figure was 0.86 in the highest quintile. See Figure 6.4. Generally, accommodation of three or more persons per bedroom is seen as an index of overcrowding. Even if the data suggest that there was an absence of overcrowding, it would be rash to draw the conclusion that living conditions among the poor in Dominica were good.

TABLE 6.8: MEAN PERSONS PER BEDROOM, ADULT EQUIVALENCE HOUSEHOLD SIZE AND SIZE OF HOUSEHOLD

	Household Quintiles					
	I	II	III	IV	V	Total
	Mean					
Persons Per Bedroom	2.34	1.80	1.59	1.08	0.86	1.52
Adult Equivalence	2.92	2.72	2.51	1.94	1.55	2.32

Size of Household	3.86	3.51	3.27	2.49	2.01	3.02

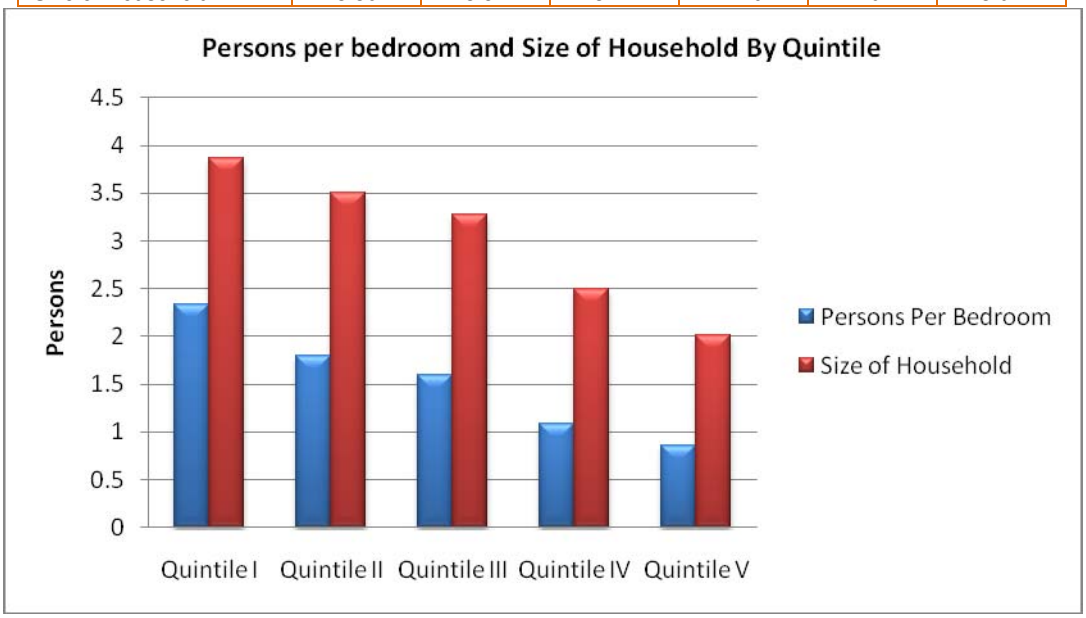

FIGURE 6.4: PERSONS PER BEDROOM AND SIZE OF HOUSEHOLD BY QUINTILE

There are still people living in long houses and other accommodation that was supposed to be temporary, following the ravages of Hurricane David. Residents of Tarish Pit and Silver Lake complained bitterly about housing conditions in their communities.

> *"The housing situation is a problem; most of the houses are in a dilapidated condition."*
> *"The long house is a failure."*

6.4.2 DWELLING CONDITIONS

The poor were more likely to live in homes made of wood; among the poor, 43.3 percent of households had homes built of wood compared to a national average of 24.8 percent. When one adds plywood and make shift to this, it is possible that as much as 58.8 percent of such homes would have been of poor quality. It should be noted however, that the Ministry of Housing has been assisting poorer households to upgrade. Respondents in the PPA in Tarish Pit averred that the assistance of the Ministry of Housing had allowed for the replacement of plywood with wood. In the phased upgrading the next stage might involve the replacement of wood by concrete. As can be seen in Table 6.8, 56.7 percent of households had concrete or concrete blocks as the main material. The culture of accommodation in Dominica suggests that concrete is regarded as superior to wood for outer wall of a residence. Other information is provided in Table 6.9 on housing of the poor and non-poor.

TABLE 6.9: MAIN MATERIAL OF OUTER WALLS OF DWELLING BY SOCIO ECONOMIC STATUS (PERCENT)

	Socio-Economic Status		
	Poor	Non Poor	Total
Material of Outer Walls	%	%	%
Wood/Timber	43.3	19.3	24.8
Concrete/Concrete Blocks	24.7	56.7	49.4
Wood & Concrete	15.0	18.1	17.4
Stone	.0	.0	.0
Brick/Blocks	1.0	2.0	1.8
Plywood	13.3	3.3	5.6
Makeshift	2.2	.6	.9
Other/Don't Know	.4	.0	.1
Not Stated	.0	.0	.0
Total	100.0	100.0	100.0

Roofing material in use among both the poor and the non-poor is decidedly galvanised sheet metal, with 92.6 percent of the poor having such roofing and 87.6 percent of the non-poor. A small percentage used concrete – 9.6 percent for the population as a whole, with 6.6 percent of the poor and 10.5 percent of the non-poor using concrete. Table 6.10 summarises information on roofing.

TABLE 6.10: MAIN MATERIAL OF ROOF OF DWELLING BY SOCIO ECONOMIC STATUS (PERCENT)

	Socio-Economic Status		
	Poor	Non Poor	Total
Material of Roof	%	%	%
Sheet metal (galvanise, galvalume)	92.6	87.6	88.7
Shingle (asphalt)	0.0	1.1	0.8
Shingle (wood)	0.3	0.5	0.4
Shingle (other)	0.6	0.0	0.1
Concrete	6.6	10.5	9.6
Other	0.0	0.4	0.3
Not Stated	0.0	0.0	0.0
Total	100.0	100.0	100.0

Most households own the homes they occupy and most homes are owned *"without a mortgage"*. This is seen in Table 6.11. Interestingly only 0.5 percent admitted to squatting generally and only 1.4 percent of the poor responded that they were squatting.

TABLE 6.11: TENURE OF DWELLING BY SOCIO ECONOMIC STATUS (PERCENT)

	Socio-Economic Status		
	Poor	Non Poor	Total
Tenure of Dwelling	%	%	%
Owned (with mortgage)	10.6	17.1	15.6
Owned (Without mortgage)	58.7	60.9	60.4
Rented-Furnished	3.0	2.4	2.6
Rented-Unfurnished	9.5	11.7	11.2
Leased	.6	.0	.1
Rent-free	13.6	6.1	7.8
Squatted	1.4	.3	.5
Other	2.0	1.1	1.3
Not Stated	.6	.5	.5
Total	100.0	100.0	100.0

Another good indicator of housing conditions is the type of toilet facility available to the household. Table 6.12 shows that at the national level, 65.2 percent of households had access to Water Closets either linked to a sewer system or to a septic tank or soak-away. A much smaller percentage of the poor had such a system 30.8 percent. On the other hand, 52.9 percent of the poor used a pit latrine, and as much as 8.3 percent admitted to having no toilet facilities.

In the course of the PPA, many respondents admitted to using the sea and water course for the discharge of faecal waste. In course of the Institutional Assessment, the authorities at the Environmental Health Department identified problems with pit latrines and even with soak-away systems: septic tanks and pit latrines on small lots of in urban communities are subject to seepage and to the fouling of the atmosphere. This was a regular complaint among urban residents in the conduct of the PPA. The Environmental Health Department confirmed that lack of resources had curtailed initiatives in the provision of pre-cast units for pit latrines for low income households.

TABLE 6.12: TYPE OF TOILET FACILITIES BY SOCIO ECONOMIC STATUS (PERCENT)

	Socio-Economic Status		
	Poor	Non Poor	Total
Main Toilet Facility	%	%	%
W.C. (flush toilet) linked to sewer system	4.3	17.6	14.6
W.C. (flush toilet) linked to Septic tank/Soak-away	26.5	57.7	50.6
Pit-latrine	51.4	16.3	24.3
Ventilated Pit-latrine	1.5	.8	1.0
Other	8.1	2.0	3.4
None	8.3	5.5	6.2
Not Stated	.0	.0	.0
Total	100.0	100.0	100.0

Another important element in living conditions is access to potable water. As seen in Table 6.13, 88.7 percent of all households had access to a pipe borne supply from public source, and 80.8 percent of the poor had such access. Indeed, about half of those poor households with access, used a public stand pipe.

TABLE 6.13: MAIN SOURCE OF WATER BY SOCIO ECONOMIC STATUS (PERCENT)

	Socio-Economic Status		
	Poor	Non Poor	Total
Main Water Source	%	%	%
Public, piped into dwelling	23.6	69.2	58.8
Public, piped into yard	17.3	8.5	10.5
Public standpipe	39.9	13.4	19.4
Public well/tank or truck	0.6	0.2	0.3
Private, piped into dwelling	1.9	2.6	2.4
Private catchment not piped	3.1	1.2	1.6
Private catchment piped	4.4	2.7	3.1
Other	9.1	2.4	4.0
Not Stated	.0	.0	.0
Total	100.0	100.0	100.0

Table 6.14 shows the type of lighting used by households. The majority of households had access to electricity – 88.7 percent – and - 77.3 percent of poor households used electricity. Given the pay as you go system, households could access within their means. Just under 10 percent used gas or kerosene.

TABLE 6.14: TYPE OF LIGHTING USED BY SOCIO ECONOMIC STATUS (PERCENT)

	Socio-Economic Status		
	Poor	Non Poor	Total
Type of Lighting	%	%	%
Gas	0.9	1.4	1.3
Kerosene	8.8	1.8	3.4
Electricity - Public	77.3	92.0	88.7
Electricity - Private Generator	1.6	2.4	2.2
Other	7.1	1.9	3.1
None	4.3	0.5	1.4
Not Stated	0.0	0.0	0.0
Total	100.0	100.0	100.0

Households were asked to indicate the date of construction of their homes. At the national level, some 17.8 percent did not know. However, in respect of homes built before 1970, there did seem to have been some disparity among the parishes. While 18.8 percent was the national average St. David, St. Peter and St. Mark did seem to have a larger percentage of homes built before 1970, although the non-stated factor should suggest caution in the interpretation. The data are provided in Table 6.15.

TABLE 6.15: YEAR DWELLING BUILT BY PARISH (PERCENT)

	Parish of Residence											
	City of Roseau	Rest of St. George	St. John	St. Peter	St. Joseph	St. Paul	St. Luke	St. Mark	St. Patrick	St. David	St. Andrew	Total
Year Dwelling Built	%	%	%	%	%	%	%	%	%	%	%	%
Before 1970	19.7	12.5	18.2	35.9	16.9	10.2	12.5	27.9	17.8	26.6	21.5	18.8
1970 - 1979	17.2	8.9	3.0	12.8	14.1	16.3	25.0	4.7	8.9	7.6	16.2	12.6
1980 - 1989	15.9	30.4	16.7	2.6	16.9	32.7	12.5	25.6	33.3	24.1	18.5	22.5
1990 - 1995	12.7	19.6	13.6	5.1	7.0	6.1	12.5	9.3	3.3	16.5	13.8	11.1
1996 - 2000	5.1	8.9	7.6	7.7	9.9	7.1	2.1	9.3	11.1	10.1	8.5	8.0
2001	1.3	1.8	4.5	.0	.0	1.0	.0	2.3	1.1	1.3	.8	1.3
2002	1.3	3.6	3.0	2.6	.0	3.1	2.1	.0	.0	.0	2.3	1.6
2003	.6	.0	3.0	.0	.0	.0	2.1	.0	1.1	1.3	2.3	1.0
2004	1.3	5.4	1.5	.0	2.8	1.0	6.3	2.3	.0	3.8	.8	1.8
2005	.6	.0	.0	2.6	.0	1.0	.0	2.3	1.1	1.3	.0	.7
2006	.6	.0	.0	2.6	1.4	1.0	.0	2.3	2.2	.0	.0	.8
2007	1.3	.0	.0	.0	2.8	1.0	.0	2.3	1.1	.0	1.5	1.0
2008	.6	3.6	.0	.0	.0	1.0	.0	.0	.0	.0	.8	.6
2009	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.8	.1
Don't Know	21.0	5.4	28.8	28.2	28.2	18.4	22.9	11.6	18.9	7.6	11.5	17.8
Not Stated	.6	.0	.0	.0	.0	.0	2.1	.0	.0	.0	.8	.3
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Respondents were asked to indicate their sense of their conditions at the time of the survey compared to the year before. Nationally, 31.5 percent felt conditions had become much worse while another 26.2 percent felt that they had become a little worse. In other words, 57.7 percent felt that conditions had worsened. Among the poor 41.1 percent felt that conditions had become much worse and overall, 64.3 percent felt conditions were worse generally. Only 17.2 percent of the population and 14.0 percent of the poor felt that there had been any improvement. This can be seen in Table 6.16.

TABLE 6.16: ECONOMIC SITUATION OF HOUSEHOLD COMPARED TO 1 YEAR AGO BY SOCIO ECONOMIC STATUS (PERCENT)

	Socio-Economic Status		
	Poor	Non Poor	Total
Overall Economic Situation	%	%	%
Much Worse Now	41.1	28.7	31.5
A Little Worse Now	23.2	27.2	26.2
Same	18.3	23.5	22.3
A Little Better Now	12.2	14.6	14.1
Much Better Now	1.8	3.5	3.1
Don't Know	3.4	2.5	2.7
Not Stated	.0	.0	.0
Total	100.0	100.0	100.0

In sum, the poor can be found in both rural and urban communities. Difficulties in the rural economy have prompted many to seek salvation in urban communities in the west of the island. The poor have more children, and thus there is a youthful element of poverty. Poor households were also larger than those of the better off. While the lot of men and women might be different, there was not much gender difference in the fact of poverty. The poor were more likely to face unemployment and women more so. Poor households were more likely to live in wooden houses and to lack flush toilets.

However, the poor had roofs of galvanised sheeting, had access to pipe borne water and to electricity. Generally, they did not think conditions had improved for them in recent past, a fact that might be related to the worldwide economic recession and to the limited employment generating capacity of the economy of Dominica in the short-term, and in spite of the range of social transfers the Government and civil society might have instituted. Box 6.1 summarises the key findings of the SLC.

Box 6.1: Summary Indicators of Living Conditions in Dominica (2008/2009)

- *The annual Indigence Line was estimated at EC $2,435 per annum per adult in 2009*
- *The annual Poverty Line was estimated at EC $6,230 per annum per adult in 2009.*
- *The Vulnerability line (set at 25 percent above the poverty line) was EC $7,788 per adult per annum in 2009.*
- *28.8 percent of the population was deemed to be poor in 2008 and lived in 22.8 percent of the households; 3.1 percent was deemed to be indigent and 11.5 percent was deemed vulnerable.*
- *The highest incidence of poverty was found in St. Joseph – 47.15 percent of residents in this Parish were deemed to be poor. The lowest incidence of poverty was found in St. John – 10.23 percent of resident poor.*
- *The Poverty gap index for the country was 8.91 and the Poverty Severity Index was 4.00 (2009).*
- *The Gini coefficient of inequality was estimated to be 0.44 in 2008.*
- *The richest 10 percent of the population accounted for 37.23 percent of total consumption expenditure, while the poorest 10 percent accounted for a mere 2.04 percent of total consumption.*
- *31.5 percent of household heads rated their social and economic circumstances as being worse now compared to one year ago; 22.3 percent felt that their economic situation had "remained the same".*
- *According to the perception of those deemed to be among the poorest, 44 percent of household heads in the lowest quintile rated themselves as poor*
- *Poverty rates among males and females were proportional- 28.8 percent of males were deemed "poor" and it was 28.9 percent for females. However, females were more likely than males to be unemployed, as 33.8 percent of females were unemployed, compared to 20 percent of males.*
- *The average size of households in the poorest quintile was 4 persons, compared to an average of 2 persons per household in the quintile V.*
- *The proportion of households using pit latrines fell from 28 percent in 2003 to 24.3 percent in 2008. Pit Latrines were used by 51.4 percent of poor households, making it the most prevalent toilet facility among this socio-economic group.*
- *The proportion of households accessing water via public standpipes in 2009 was 19.4 percent; 39.9 percent of which were poor households. Poor households were the most likely to gain access to water from this source.*
- *The proportion of households accessing water from piped sources increased from 80 percent in 2003 to 88.7 percent in 2009*
- *Over 75 percent of all households used electricity for lighting in 1998, to 79; this increased to 90.1 percent in 2009*
- *The national unemployment rate was 14 percent, but the unemployment rate among the poor was 25.9 percent.*
- *20.4 percent of the population had an occupation relating to Service and Sales. The second largest occupational group was skilled workers in Agriculture, Forestry and Fishery. This was also the largest occupational category among the poorest workers*
- *The majority (64.1%) of workers were paid employees while 32 percent of workers were self employed. The poorest workers were most likely to be either paid employees with private employers (45.1) or self employed without employees (40.9).*
- *Primary level education was most likely to be the highest level of education attained (25%) among heads of households in 2009.*
- *Diabetes and High Blood Pressure were the two most prevalent lifestyle diseases overall (36.9% and 36.1% respectively of persons suffering chronic diseases)*
- *37.4 percent of Females had their first child between the ages of 15-19 years*

CHAPTER SEVEN: LABOUR MARKET ISSUES

7.1 INTRODUCTION

Dominica might have had a tradition of economic subsistence given its earlier foundations in small-holder agriculture dating back to the 18th century. However, by the second half of the last century, most productive activity had become market related. Subsistence activity is by way of supplement to participation in the market economy. The labour market is the source of income for most households. There is also own account employment in agriculture and fishing as well as small scale distribution that generate income, some of which may remain at the informal level: they are outside regulatory norms in terms of conditions of work, payment of national insurance subscriptions and the like.

There is also an underground economy in which some engage – the buying and selling of narcotics and prostitution being the more evident in society. During the course of the PPA, there were many references on the part of both men and women, to the inevitability of considering underground activity to make ends meet.

The economy has maintained some momentum in recent years, in spite of the down turn in the Banana Industry, and more recently in Tourism, largely on the basis of construction activity, much of which has been financed by grants and loans to the Government on concessional terms. This has created employment mainly for men. In the course of the PPA, a number of women suggested that there was more work available for men.

> *"It have more jobs for men."*
> *"Men more easy to get jobs."*

7.2 SLC LABOUR MARKET DATA

From the Survey, it is estimated that there were 32,630 persons in the labour market, of whom 28,083 persons were employed. This means that 14.0 percent was unemployed. The unemployment rates in the two lowest quintiles were higher than the national average and indeed, in the lowest quintile the rate was almost twice as high as the national average. Moreover, the lower the socio-economic status, the greater the likelihood of an individual working less than 35 hours per week: 27.1 percent of respondents in the lowest quintile worked for less than 35 hours, compared to 13.8 percent in the highest socio-economic group.

Another important statistic is the number of people who did not work at all over the twelve-month period prior to the survey. Just about 11 percent had not worked at all; however, in the lowest socio-economic category, 22.7 percent had no work for the year. However, unemployment was actually far higher for females than for males: 20.0 percent of poor males were unemployed as compared to 33.9 percent of poor females. Whatever jobs the labour market yielded, were not favourable to the employment of females. Equally alarming is the fact that while 14 percent of the work-force was unemployed, as much as 10.6 percent had been unemployed for twelve months. Thus, 76 percent of the unemployed were without jobs for as long as a year: 22.7 percent of those in the poorest socio-economic group had not worked for a year. See Table 7.1 for some summary labour force indicators, and Figure 7.1 for unemployment by quintile.

TABLE 7.1: DOMINICA SUMMARY LABOUR FORCE INDICATORS

	Per Capita Consumption Quintiles					
Employment Status	Poorest	II	III	IV	V	Total
Size of Labour Force	4,753	6,144	6,574	7,239	7,917	32,630
Labour Force Participation Rate (%)	53.1	61.1	62.9	65.2	64.2	61.7
No. Employed	3,432	5,064	5,655	6,480	7,452	28,083
No. Unemployed	1,324	1,080	918	759	465	4,547
Unemployment Rate (%)	27.8	17.6	14.0	10.5	5.9	13.9
Labour force participants and percentage that have not worked for the past 12 months	1,080 22.7%	805 13.1%	727 11.1%	541 7.5%	298 3.8%	3,451 10.6%

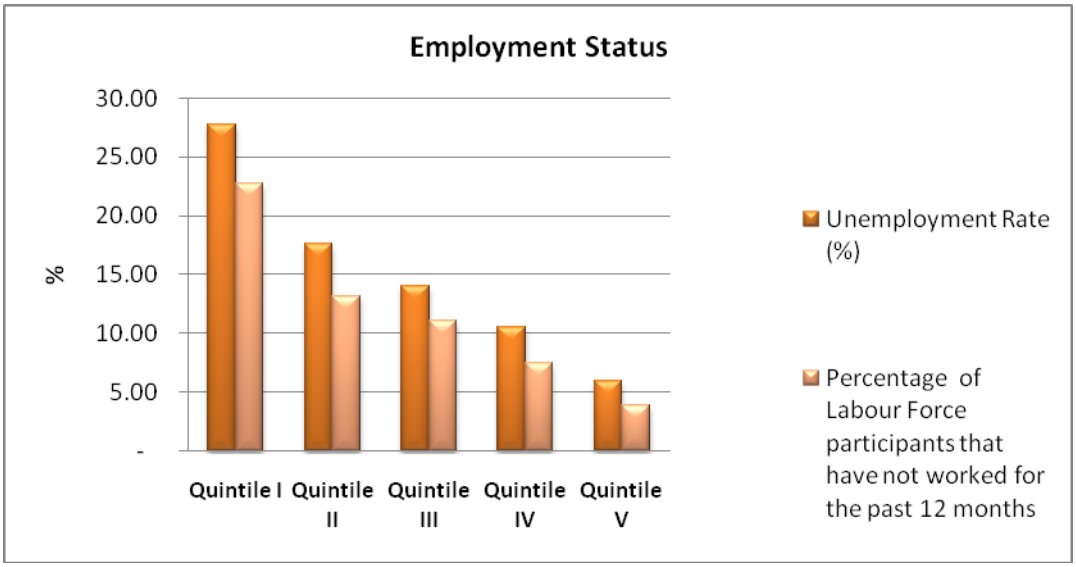

FIGURE 7.1: EMPLOYMENT STATUS BY QUINTILE

Poverty and unemployment could have been a serious trigger for anti-social behaviour and illegal activities. In the course of the PPA, there were many comments by respondents suggesting that poverty and unemployment, forced victims to have recourse to illegal activity. This was gender related, with men resorting to peddling in narcotics and women in prostitution. The following are comments of some women.

> *"They get involved in drugs, sex and prostitution."*
> *"It can lead to prostitution – selling your body even if you don't want to."*
> *"We know we does it but we don't look at it as prostitution, because to us it is a kind of job."*
> *"Prostitution exposes you to AIDS."*
> *"Twenty dollars for sex, you know."*
> *"I know I poor and if I need something I just go by the bar and make a deal."*

7.3 OCCUPATIONAL PROFILE

The sectors and the occupations at which people work tend to indicate what level of compensation they are likely to receive for their efforts and the quantum of income that is likely to flow into households. Table 7.2 provides the occupational distribution of the employed by Quintiles. The data follow the expected pattern. A higher percentage of workers in the first two quintiles were in Elementary Occupations, in Craft and Related Trades, and in agricultural, forestry and fisheries occupations. Those in the highest socio-economic class were in managerial and professional posts. Interestingly, all socio-economic groups reported almost similar levels of involvement in the sales and service areas. In all likelihood they were not necessarily at the same level.

TABLE 7.2: OCCUPATION OF EMPLOYED PERSONS BY QUINTILES (PERCENT)

Occupation	Consumption Quintiles					
	I	II	III	IV	V	Total
	%	%	%	%	%	%
Managers	.0	1.9	2.3	2.2	13.3	4.8
Professionals	3.2	3.1	7.6	9.3	15.5	8.7
Technicians and Associate Professionals	.7	3.8	7.1	6.9	11.9	7.0
Clerical Support workers	1.6	5.6	9.6	11.9	9.9	8.5
Service and sales workers	20.6	20.5	25.3	19.6	17.0	20.4
Skilled agricultural, forestry and fishery workers	32.9	19.7	14.9	17.2	10.5	17.3
Craft and related trades workers	19.4	21.2	13.3	16.4	10.8	15.5
Plant and Machine Operators and Assemblers	1.3	5.9	5.0	5.8	5.0	4.9
Elementary Occupations	18.0	16.9	14.4	10.3	4.8	11.8
Not Stated	2.3	1.4	.6	.4	1.3	1.1
Total	100.0	100.0	100.0	100.0	100.0	100.0

Table 7.3, which provides information on type of worker, reveals that the higher the socio-economic status, the more likely was it that an individual would be among Paid Employees in Government. Figure 7.2 demonstrates that most people in Dominica are employed by the private sector. However, as socio-economic status improved, persons were more likely to be self employed and themselves have employees.

All socio-economic categories participated heavily as paid employees in the private sector, and this field was responsible for the highest percentage in each socio-economic class. Interestingly, self employment without employees was responsible for almost 41 percent of employment among those in the lowest socio-economic groups. The percentage in this kind of self-employment falls generally with improved socio-economic status.

The large presence of self-employment among the lowest socio-economic group points to the importance of an informal sector in creating and sharing income among the lowest socio-economic group. In absence of their participation in this area, most would be totally unemployed.

TABLE 7.3: TYPE OF WORKER BY QUINTILES (PERCENT)

	Consumption Quintiles					
	I	II	III	IV	V	Total
Status In Main Job	%	%	%	%	%	%
Paid Employee - Government	6.7	11.2	16.2	13.2	18.3	14.0
Paid Employee - Statutory	.8	3.5	1.7	4.9	6.0	3.8
Paid Employee - private	45.1	57.3	46.5	44.9	40.5	46.3
Self employed without employees	40.9	23.6	27.3	26.2	18.4	25.7
Self employed with employees	.7	1.1	4.7	7.5	12.4	6.3
Unpaid family worker	.9	.0	.6	.8	.3	.5
Other	1.7	1.6	1.0	.5	2.5	1.5
Not Stated	3.2	1.7	2.0	1.9	1.6	2.0
Total	100.0	100.0	100.0	100.0	100.0	100.0

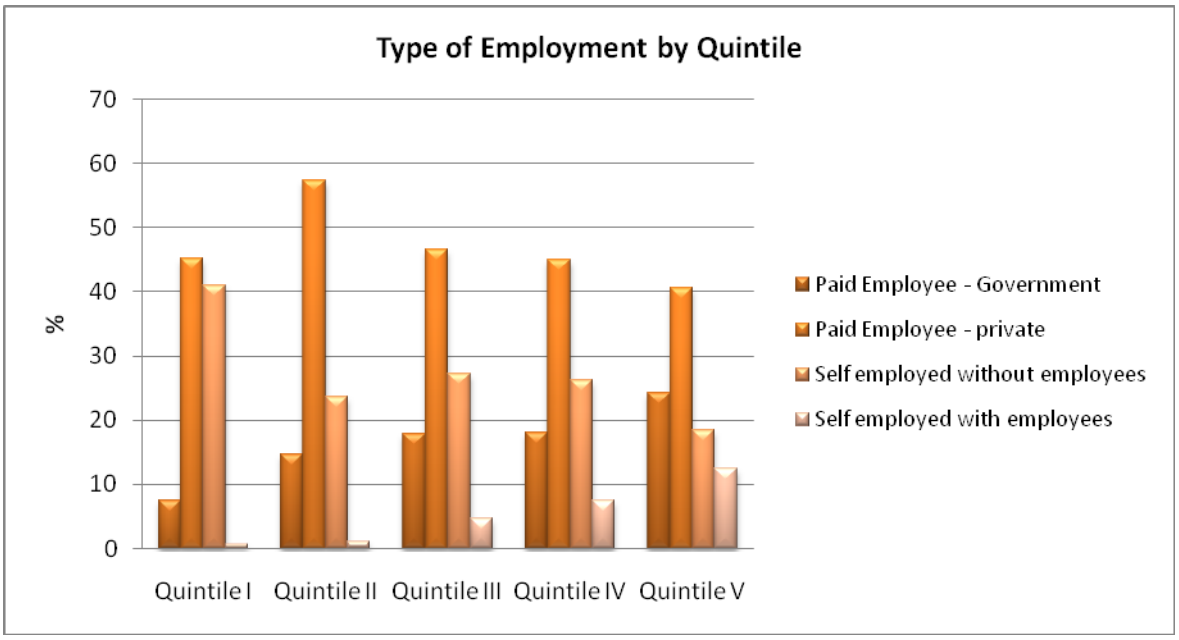

FIGURE 7.2: TYPE OF EMPLOYMENT BY QUINTILE

Table 7.4 shows the location in which the self-employed worked. As much as 72.4 percent claimed to work in a fixed location, and 21.5 percent moved among locations. These were clearly informal sector participants.

TABLE 7.4: SELF EMPLOYED - LOCATION OF WORK BY QUINTILES (PERCENT)

Location of Work	Consumption Quintiles					
	I	II	III	IV	V	Total
	%	%	%	%	%	%
Fixed	80.9	68.0	72.2	66.1	75.5	72.4
Moved from place to place	16.0	25.0	19.6	25.0	21.2	21.5
Not Stated	3.1	7.0	8.2	8.8	3.3	6.1
Total	100.0	100.0	100.0	100.0	100.0	100.0

Table 7.5 and 7.6 give the mean value of sales and mean capital invested among the self-employed.

TABLE 7.5: MEAN VALUE OF SALE FROM SELF EMPLOYMENT/INFORMAL ACTIVITIES BY QUINTILES

	Consumption Quintiles					
	I	II	III	IV	V	Total
	Mean	Mean	Mean	Mean	Mean	Mean
Average Value of Sales	6,307	5,968	8,523	10,071	21,292	11,592

TABLE 7.6: MEAN CAPITAL INVESTED IN SELF EMPLOYMENT/INFORMAL ACTIVITIES BY QUINTILES

	Consumption Quintiles					
	I	II	III	IV	V	Total
	Mean	Mean	Mean	Mean	Mean	Mean
Total Capital Invested	4,266	2,714	14,095	14,707	19,442	13,114

Table 7.7 lends further corroboration to the employment problem of the country. Not only is there a large percentage (40.9 percent) who have not worked for more than one year, but there is another 20 percent who had never worked. Many jobs will have to be created to reduce unemployment. Many of those who had not worked, are likely to look for work and to become additional workers with any indication of an improvement in employment conditions. This reservoir will have to be exhausted before unemployment begins to fall: in other words, the percentage indicating their being unemployed does not reflect the full extent of the unemployment problem.

TABLE 7.7: LAST TIME WORKED BY QUINTILES (PERCENT)

Last Time Worked	Consumption Quintiles					
	I	II	III	IV	V	Total
	%	%	%	%	%	%
Never Worked	26.8	9.9	26.6	15.4	13.6	19.5
Less than one month	2.6	18.8	6.3	8.2	16.8	9.5
1 > 3 months	5.3	7.4	1.7	3.3	19.5	6.1
3 > 6 months	16.8	12.2	12.6	16.6	6.7	13.8
6 > 12 months	7.8	13.8	9.6	9.7	6.7	9.8
1 year and more	40.7	38.0	41.6	46.8	36.7	40.9
Not Stated	.0	.0	1.7	.0	.0	.3
Total	100.0	100.0	100.0	100.0	100.0	100.0

As Table 7.8 shows, 55.8 percent of the unemployed did not bother to look for work. Some 33 percent of unemployed workers knew of no vacancy or were discouraged. There is the issue of the reservation wage, or the wage at which the worker may agree to work.

> *"Job opportunities are not readily available in the community."*
> *"We need not just employment but suitable employment."*

In other words, there are institutional factors at work, which determine labour market operations, and the formal unemployment rates and participation rates are observable phenomena of complex factors at work.

TABLE 7.8 UNEMPLOYED PERSONS WHO LOOKED FOR WORK LAST WEEK BY QUINTILES (PERCENT)

Looked For Work/Earned Income In Last Week	Consumption Quintiles					
	I	II	III	IV	V	Total
	%	%	%	%	%	%
Yes	42.6	57.5	31.7	35.4	56.7	44.2
No	57.4	42.5	68.3	64.6	43.3	55.8
Total	100.0	100.0	100.0	100.0	100.0	100.0

There is some evidence that Haitian workers are willing to accept wages that are spurned by Dominicans, and moreover are more productive and diligent on the job. The case of Albert, a Dominican farmer, and Jacques, a Haitian Labourer, provides an example of an ex-banana farmer opting to become an employee rather than remain in poverty, albeit as a self-employed person. Poverty in Haiti has created a source of cheap labour, allowing Albert to be an employer and receive a return from his garden, and at

the same time to be an employee in a sector that may pay good wages in the short to medium term.

BOX 7.1: MIGRATION AND REGIONALISATION OF RESPONSE TO POVERTY

Dominica has been for all of the last century a sending country in respect of the movement of people and of workers. Large numbers have migrated in search of employment and better life chances abroad. Much of this movement has been to metropolitan economies in the North Atlantic – the United Kingdom in the post World War II years and then to Canada and the United States since the 1960s when these countries relaxed their immigration laws to allow in non-whites.

There has been another directional flow, and this has been to the region, with the US and UK dependencies being prime targets, but also the richer islands in the region – Antigua and Barbuda, St. Kitts and Nevis, Barbados and Trinidad and Tobago.

In recent years, there has been an inflow, with the result that Dominica has become a destination for migrants coming from Haiti and the Dominican Republic. Haitians dominate this movement and they have entered as raw labour in Agriculture, and have become involved in the distribution of agricultural produce. There is segmentation of labour here, with men working in different fields from women. This applies as well to the underground: women from the Dominican Republic are rumoured to be providing competition in prostitution to Dominican women.

The case below demonstrates how this immigration is impacting on the labour market.

Albert now a part-time farmer in Dominica, employs Jacques, a Haitian migrant

Albert used to farm six acres with his brother and father. They had done so for most of the 1990s but things kept going from bad to worse. They could no longer depend on bananas and tried other crops. Things just did not seem to work out. Finally, Albert joined his brother who had gone to work on a road project with a big contractor from Barbados. They left their father to continue to work with bananas and anything else that he could produce and market. The father however is no longer able to work like before. Albert loves agriculture. He likes to bring something home from the garden. After trying to spend weekends and the odd afternoon working the land, he offers a job to Jacques. The arrangement is that Jacques will tend the land as directed and will get paid subject to performance.

Albert is amazed at Jacques' diligence. He arrives at Albert's home every morning just at the time that Albert is getting up. He gets his duties explained to him then. Apparently, Jacques has another job cleaning an establishment which he does before going to Albert's farm.

Albert visits the farm in the late afternoon to make sure that Jacques does as he is told. Albert suspects that without monitoring Jacques carefully, he might leave the farm much earlier without putting in the level of effort that Albert expects of him. Jacques is not averse to taking another job in the late afternoon. If even he does, Albert is convinced that Jacques will be on time in the morning to get his day's duties from Albert. Indeed, receiving duties from Albert at the beginning of the day means that he has this part of his day's employment covered and can expect to be paid for it. Albert feels that while Jacques may have to work very hard for his income, he would not be surprised if Jacques' total income is not much below his own in Construction.

Most households in Dominica are reliant on wage and salaries as the main source of income. Table 7.9 provides information on sources of income. In the lowest socio-economic group, wages and salaries accounted for 52.43 percent: the second and fourth quintiles earned more than 60 percent of their incomes from wages and salaries. The lowest share deriving from this source was in the highest socio-economic group where 37.76 percent of income was accounted for by wages and salaries. It is noteworthy that entrepreneurial income accounted for an increasing share as socio-economic status

improved, although overall the share was low. Remittance income from abroad accounted for 12.64 percent in the lowest quintile, and just slightly higher in the highest quintile. Public Assistance seemed to have been well targeted, and was significant only in the lowest socio-economic group.

TABLE 7.9: TOTAL REPORTED INCOME BY SOURCES AND QUINTILES

	Consumption Quintiles					
	I	II	III	IV	V	Total
	Sum	Sum	Sum	Sum	Sum	Sum
Salary Last Period	36.98	51.31	44.36	42.98	31.43	39.09
Amount Received In Wages And Salary From Other Job	15.45	16.03	8.38	17.41	6.26	10.98
Amount From Remittances From Abroad	12.64	7.28	20.61	5.49	12.80	12.47
Rental Income Received	0.15	0.46	0.60	0.14	0.77	0.50
Other Entrepreneurial Income	0.64	1.29	2.71	3.13	3.51	2.69
Dividends On Local And Foreign Income	0.00	0.01	0.01	2.31	4.18	2.00
Interest On Local And Foreign Bank Deposits	0.00	0.00	0.00	0.00	3.58	1.33
Government Retirement Pension	0.21	1.06	0.24	0.12	4.47	1.86
Pension From Other Local Employer	0.18	0.16	0.32	2.20	0.32	0.65
Pension From Foreign Former Employer	0.00	0.00	0.38	0.03	13.71	5.16
Social Security Including Pension	4.11	2.20	3.70	8.78	8.42	6.34
Social Security Excluding Pensions	0.00	0.36	0.02	2.21	4.81	2.25
Insurance Annuities	0.00	0.00	0.00	0.00	0.02	0.01
Public Assistance	6.29	0.42	0.10	0.11	0.06	0.88
Child Support	4.81	5.18	0.65	0.38	1.45	1.85
Alimony	0.00	0.92	0.00	0.09	0.00	0.11
Financial Aid	0.03	0.93	0.11	0.24	0.17	0.23
Scholarships	0.00	0.00	0.00	0.00	0.00	0.00
Interest From Stock	0.00	0.00	0.00	0.01	0.25	0.09
Other	18.51	12.39	17.83	14.36	3.80	11.50
Total	100.00	100.00	100.00	100.00	100.00	100.00

In sum, against the backdrop of what may appear to be an unemployment rate that is not alarming by Caribbean standards, there exists a major challenge in the labour market. The labour market remains the primary source of income for most households. Underemployment and poor quality employment and participation in informal sector activity have been the lot of many workers. This would translate to poverty and poor living conditions in households in Dominica.

CHAPTER EIGHT: EDUCATION

8.1 INTRODUCTION

The Government of Dominica has set a high priority on Education and on the expansion of educational opportunity for the mass of the population. The major thrust in the last decade has been in the universalisation of access to secondary level education. Moreover, the Government has provided a range of supports to overcome barriers that may prevent poorer households from availing themselves of educational opportunities. A school bus service, school feeding programme, school books rental, loan programme and other types of assistance are available. There is an Education Trust Fund which attempts to conduct means testing in the provision of support to poorer students and pupils.

In the course of the PPA community residents remarked on the expanded opportunities available to the youth as compared to what obtained before. The historically marginalised Carib community enjoys parity of access and schools are reasonably well distributed across the island. More recent efforts have been directed at the development of resource centres and the promotion of adult education. In effect, Dominica like its other Caribbean neighbours is seeking to revolutionise the productive system by investing in the education of the citizenry. Indeed, its poverty reduction strategy is premised on the general upgrade of education of the society. Its point of departure, however, is from a lower base than its neighbours since the country has had problems with illiteracy and poor educational performance.

This Chapter seeks to measure the progress to date on the basis mainly of the data collected in the course of the SLC.

8.1.1 LITERACY

Although comparative analysis among counties goes much beyond an examination of their performance on basic literacy, the achievement of basic literacy is still a useful point of departure. Most persons reported that they could read or write. In the higher age cohorts however, there was a greater likelihood of illiteracy, and the lower the socio-economic status the higher the probability that a respondent would be illiterate. This is captured in Table 8.1, and reflected pictorially in Figure 8.1.

There were still some younger people who reported being illiterate, but these persons belonged to lower socio-economic groups. Some would have fallen victim to the poverty of their parents. As one parent remarked:

"I ain't send them to school today cause I ain't have anything to give them to eat."

Sonia (not her real name), whose children are bright, is perhaps singular in that she ensures that they go to school regularly in spite of their poor diet. It is surely not the norm for poorer children, who are fated therefore to have literacy challenges when they grow up.

TABLE 8.1: PERSONS WHO CANNOT READ AND WRITE BY AGE AND QUINTILES
(PERCENTAGES ACROSS QUINTILES)

Five Year	Consumption Quintiles					
Age Groups	I	II	III	IV	V	Total
5-9	14%	17%	7%	1%	0%	9%
10-14	0%	0%	1%	0%	0%	0%
15-19	4%	3%	2%	0%	0%	2%
20-24	6%	0%	3%	0%	4%	2%
25-59	13%	10%	6%	3%	1%	6%
60 and over	66%	42%	27%	17%	18%	30%
Total	23%	18%	12%	9%	9%	14%

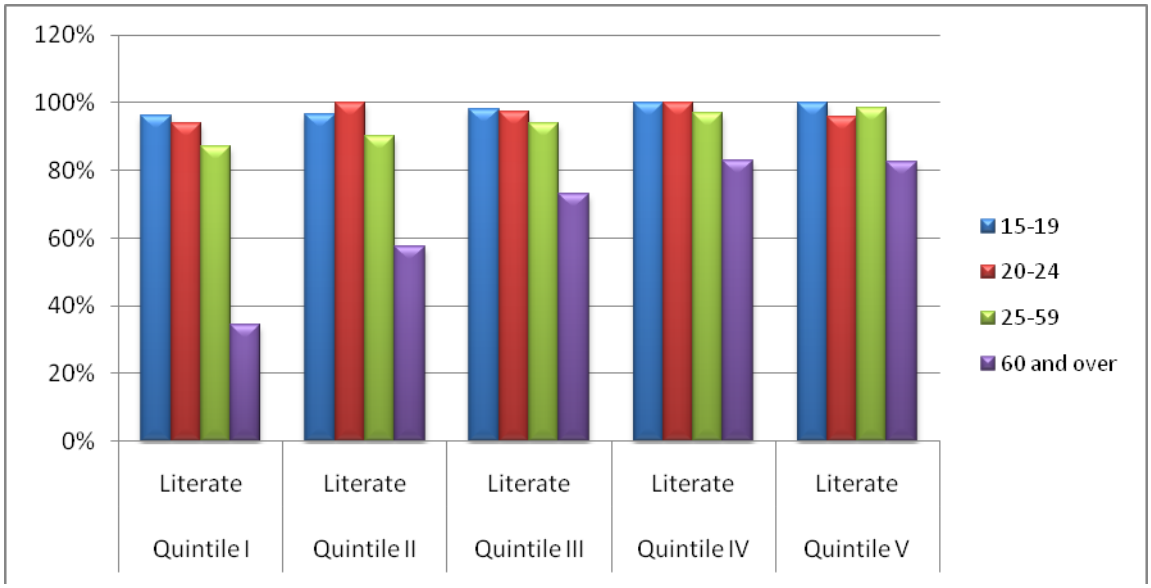

FIGURE 8.1: AGE AND QUINTILE DISTRIBUTION OF LITERATE

8.2 SCHOOL ENROLLMENT

School enrolment by age group is provided in Table 8.2. School enrolment was virtually universal across quintiles and age groups, especially in the 5-9 and 10-14 age groups, each of which had overall enrolment rates of 98 percent. Enrolment levels appear to increase with socio-economic status and the older the age cohort, the more likely it was that those enrolled belonged to a higher socio-economic stratum. The trend seen in the 20-24 and 25-29 age groups was that enrolment levels generally increased as socio-economic conditions improved. The fact that youths in the lowest quintile had a much lower rate of enrolment than their counterparts in higher quintiles, suggests that persons in the poorest quintiles faced more limited opportunities to access tertiary level education or that the opportunity cost of staying out of the labour force was too high.

TABLE 8.2: SCHOOL ENROLMENT AS PERCENTAGE OF RELEVANT AGE GROUP BY QUINTILES

Five Year Age Groups	Consumption Quintiles					
	I	II	III	IV	V	Total
	Enrolment Rate (%)					
5-9	93.2	97.8	100.0	100.0	100.0	97.8
10-14	96.8	99.3	99.0	97.7	100.0	98.3
15-19	81.7	68.3	80.1	82.9	95.3	79.3
20-24	5.9	12.5	19.3	13.3	34.7	17.6
25-29	3.8	3.6	17.6	24.4	18.7	14.4
30-34	4.5	0.0	6.6	8.9	13.0	6.9
35 and above	0.0	6.2	4.7	15.0	15.2	9.3
Total	39.1	37.2	35.4	31.9	22.2	33.2

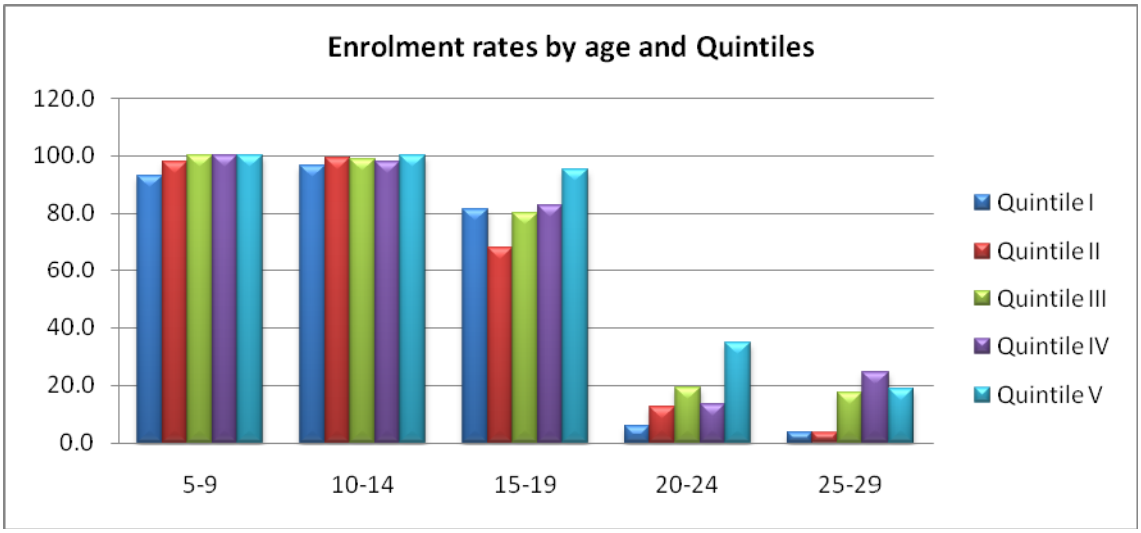

FIGURE 8.2 SCHOOL ENROLMENT BY AGE AND QUINTILE

8.2.1 ABSENTEEISM FROM SCHOOL

Table 8.3 shows the number of days persons aged 5 to 15 years attended school during the reference week (the week immediately prior to the survey). Most students (88.5%) attended school on all five days. A surprising trend was that rates of attendance seemed to generally decrease as socio-economic conditions improved; from 94 percent in quintile 1, to 79 percent and 91 percent in the quintiles 4 and 5 respectively. Persons in the middle quintile had the highest rate of non-attendance; 6.4 percent had not attended school during the reference week. Non-attendance during the reference week was also relatively higher in the highest quintile (3.8%) than in the lowest quintile (0.6%). Figure 8.3 graphically represents the distributions displayed in Table 8.3.

TABLE 8.3: PERSONS AGED 5-15: NUMBER OF DAYS ATTENDED SCHOOL DURING REFERENCE WEEK

No. Days Actually Went To School/Classes	Consumption Quintiles					
	I	II	III	IV	V	Total
	%	%	%	%	%	%
None	0.6	0.6	6.4	1.1	3.8	2.3
One	0	0.8	1.0	3.3	0	1.0
Two	1.2	0.8	0	0	0	0.5
Three	1.2	2.4	1.5	5.2	1.8	2.3
Four	1.4	6.0	2.3	8.8	3.4	4.2
Five	94.0	89.4	87.2	79.2	91.0	88.5
Not Stated	1.6	0	1.7	2.2	0	1.2
Total	100.0	100.0	100.0	100.0	100.0	100.0

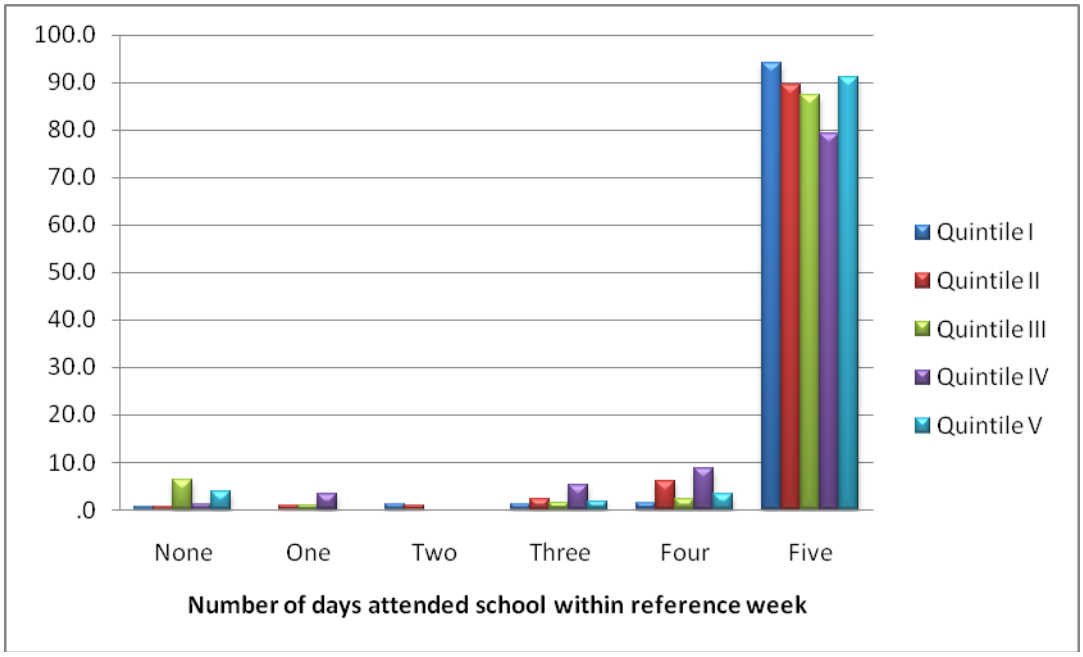

FIGURE 8.3: NUMBER OF DAYS ATTENDED SCHOOL DURING REFERENCE WEEK

As shown in Table 8.4, in many cases non attendance was due to school holidays/ closure (36.1 percent). However, of those reporting on the reasons for not having attended, 21.9 percent cited illness.

Persons in the poorest quintiles were more likely than others to cite illness as their reason for non-attendance (31.9 percent of the lowest quintile and 33.1 percent of the second lowest quintile). Interestingly, 17.7 percent of persons in the lowest quintile cited that they missed school because it was not worth their while to attend. Persons of the lowest quintile were the only socioeconomic cohort to express this sentiment. Financial problems were another reason which was cited, and it was a reason that exclusively affected the first three quintiles. Figure 8.4 graphically depicts the information of Table 8.4.

TABLE 8.4: PERSONS AGED 5-15 YEARS: REASONS FOR NOT ATTENDING SCHOOL DURING REFERENCE WEEK

Reason Did Not Attend School During Last Five School Days	Consumption Quintiles					
	I	II	III	IV	V	Total
Illness	31.9	33.1	9.6	18.7	22.4	21.9
Financial Problems	5.6	4.4	3.7	-	-	2.5
Transportation Problems	-	5.8	-	-	-	1.1
Not worth going	17.7					2.7
School closed/holidays	-	27.1	58.8	41.7	39.2	36.1
Fear of Gangs	-	4.3	-	-	-	0.8
Menstrual Problems	-	-	-	3.6	-	1.1
Other	31.6	20.8	9.8	9.6	31.2	18.1
Not Stated	13.1	4.4	18.1	26.4	7.2	15.7
Total	100.0	100.0	100.0	100.0	100.0	100.0

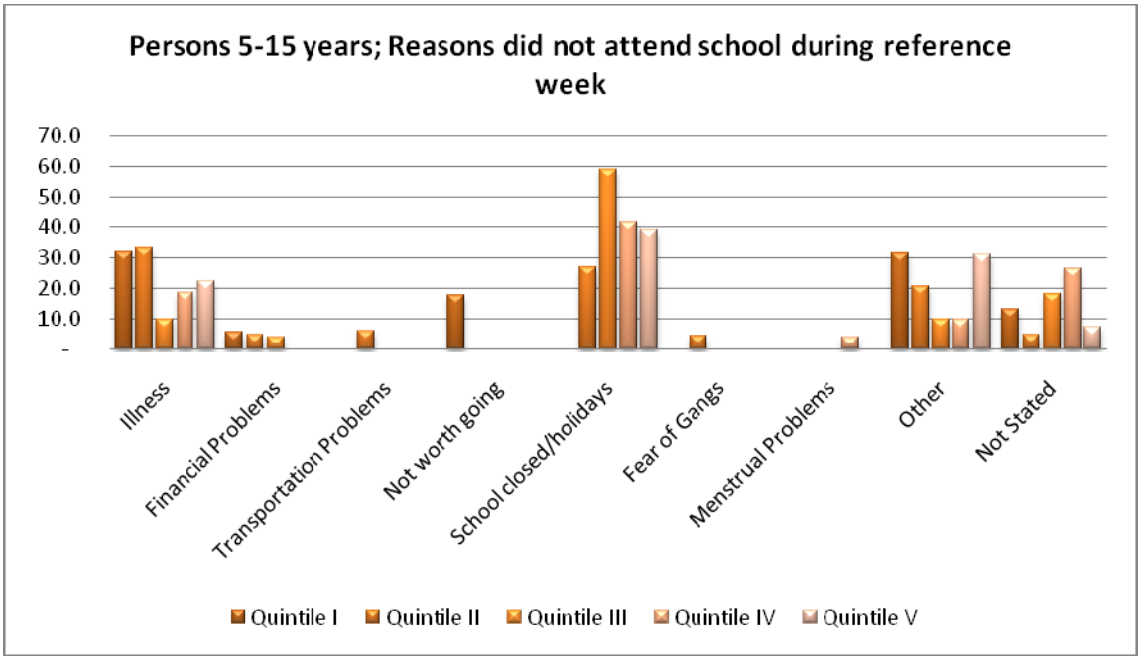

FIGURE 8.4: PERSONS AGED 5-15 YEARS: REASONS FOR NOT ATTENDING SCHOOL DURING REFERENCE WEEK

8.2.2 SCHOOL FEEDING PROGRAMME

Approximately 17 percent of all respondents reported that there was a school feeding programme available at their school. Access to a school feeding programme was not proportional across quintiles, as the highest and lowest quintiles reported the highest rates of access (21.2 percent and 20 percent respectively), whereas the middle quintiles reported lower rates of availability. Of those who had access to such programmes, just under half (49.7%) reported that they received a meal or snack from the programme; persons in the lowest quintiles were more likely to have benefited from the programmes. Of those who had access to a school feeding programme, 46 percent reportedly paid to benefit from the programme: this suggests that there was a cost recovery element in the school feeding programme and/or charges were applied to avoid its being stigmatised.

TABLE 8.5: SCHOOL FEEDING PROGRAMME

School Feeding Programme	Consumption Quintiles					
	I	II	III	IV	V	Total
	%	%	%	%	%	%
School has a School Feeding Programme	20.0	16.6	14.6	12.0	21.2	16.7
Receives Meal or Snack From This Programme	55.8	66.1	25.9	51.4	42.2	49.7
Pays for School Feeding Programme	44.6	54.6	33.4	51.9	47.7	46.3

8.2.3 TEXTBOOKS

The majority of students (70%) reported having all the required textbooks for their exclusive use, irrespective of per capita consumption quintile. However, students in the poorest quintile were the least likely to have had all textbooks for exclusive use; only 50 percent of them had all required textbooks. The majority of them would have had only some books (31.2%), and 13.6 percent reported not having any at all. See Figure 8.5.

TABLE 8.6: PERSONS HAVING ALL REQUIRED TEXTBOOKS

	Consumption Quintiles					
	I	II	III	IV	V	Total
Has All Textbooks Required For	%	%	%	%	%	%
Yes, Has Books for Exclusive Use	49.8	74.0	75.2	75.9	84.4	70.1
Yes, but shares with other family members	3.7	.6	2.3	4.1	.0	2.3
Has Only Some Books	31.2	14.8	11.9	11.7	4.4	16.2
Has None	13.6	7.2	5.5	4.9	3.9	7.5
Not Stated	1.7	3.4	5.1	3.4	7.3	3.8
Total	100.0	100.0	100.0	100.0	100.0	100.0

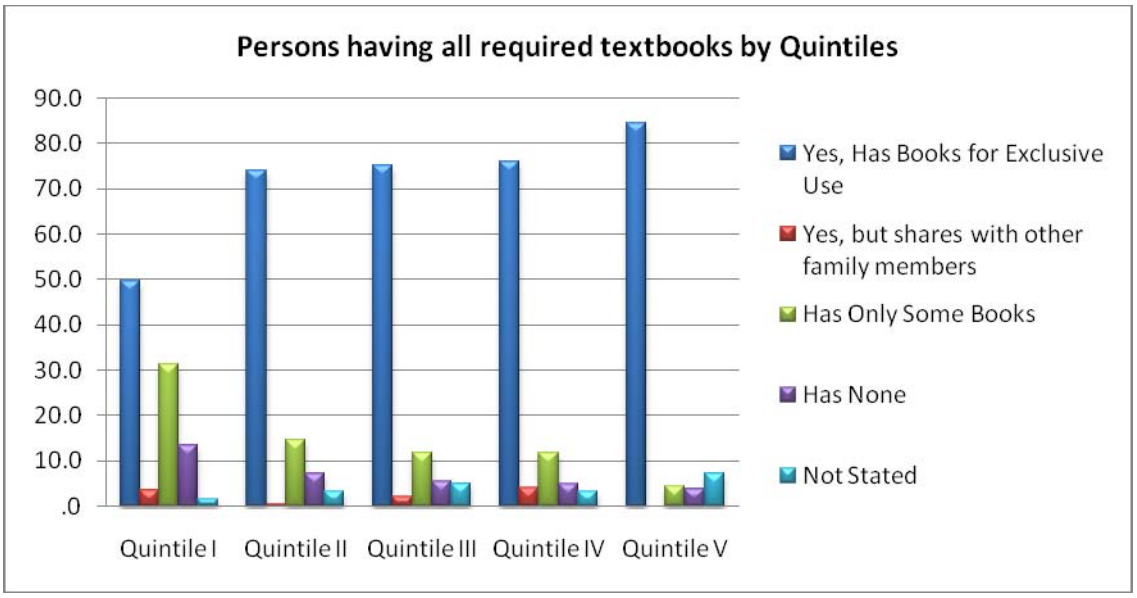

FIGURE 8.5: STUDENTS HAVING REQUIRED TEXTBOOKS BY CONSUMPTION QUINTILE

Most students did not have cost-free access to books from their schools (74 percent of respondents stated this). The single most cited reason for children of school age not having the required texts was the inability to afford the texts (56%). As expected, those in the poorest quintile were more likely to cite this reason than any other socio-economic group; 63.8 percent of those in the poorest quintile who reported not having all textbooks, reported that they could not afford the texts.

TABLE 8.7 PERSONS 5-15 WITH BOOKS PROVIDED AT SCHOOL AT NO COST

Books Provided By School At No Cost	Consumption Quintiles					
	I	II	III	IV	V	Total
	%	%	%	%	%	%
Yes	5	22	22	14	0	13
No	95	69	57	69	38	74
Not Stated	0	0	0	0	0	0
Not applicable	0	10	21	17	62	13
Total	100	100	100	100	100	100

TABLE 8.8: REASON FOR NOT HAVING REQUIRED TEXTBOOKS BY QUINTILES (PERCENT)

Reasons For Not Having Textbooks	Consumption Quintiles					
	I	II	III	IV	V	Total
	%	%	%	%	%	%
Books Not Available	5.5	5.4	14.0	17.1	0.0	7.8
Could Not Afford	63.8	63.6	51.2	25.4	30.3	55.9
Books Available in School Library	6.9	5.2	6.6	4.7	22.5	6.9
Books Lost or Destroyed	0.0	0.0	0.0	5.1	0.0	0.6
To Be Purchased	14.6	19.2	7.9	31.6	22.5	16.9
Other	9.2	4.1	20.3	16.1	37.3	11.8
Not Stated	0.0	2.6	0.0	0.0	0.0	0.5
Total	100.0	100.0	100.0	100.0	100.0	100.0

The existence of a Book Loan programme served to alleviate to some extent the difficulties that some students faced in gaining access to required texts. However, further examination of the data showed that the book loan facility was grossly underutilised by parents. Table 8.9 shows that 91.5 percent of parents do not use the facility, and parents from the second poorest quintile were least likely to use it (2.5 %).

TABLE 8.9: PARENTS MAKING USE OF BOOK LOAN FACILITY BY QUINTILES (PERCENT)

Made Use Of Loan Book Facility	Consumption Quintiles					
	I	II	III	IV	V	Total
	%	%	%	%	%	%
Yes	12.0	2.5	11.1	8.3	8.4	8.5
No	88.0	97.5	88.9	91.7	91.6	91.5
Not Stated	.0	.0	.0	.0	.0	.0
Total	100.0	100.0	100.0	100.0	100.0	100.0

8.2.4 TRANSPORT

The largest percentage of students got to school by Bus or Mini-Bus (49%). Walking was the second most prevalent mode of transport to school. The poorest students were most likely to either walk or take the Bus/Mini-Bus to school, while these modes of transport became less prevalent as socio-economic status increased. Students in the highest quintile were most likely to arrive to school via private +transportation, their parent's automobile or otherwise.

TABLE 8.10: MODE OF TRAVEL TO SCHOOL BY QUINTILES (PERCENT)

Way Normally Gets To School	Consumption Quintiles					
	I	II	III	IV	V	Total
	%	%	%	%	%	%
Walking	49.7	40.5	39.5	24.8	28.0	37.9
Bus/Mini Bus	47.4	55.0	52.4	54.7	27.0	49.0
Private Transport	2.3	1.8	4.2	16.6	35.7	9.6
Not Stated	.6	2.7	3.9	3.9	9.3	3.5
Total	100.0	100.0	100.0	100.0	100.0	100.0

8.3 LEVELS OF EDUCATIONAL ATTAINMENT

Table 8.11 and Figure 8.6 show that the largest percentage in terms of educational attainment for male heads of households was Primary Level: 26.6 percent of male heads of households had gained up to primary level education, with secondary following with 19.4 percent. There were slight differences across quintiles in respect of the primary level, except in the two highest quintiles. 19.4 percent of male heads of household achieved as high as secondary education. Attainment of post-secondary education increased as socio-economic status increased, and 25.8 percent of the richest male heads

of household had attained tertiary level education, compared to 0.33 percent of the poorest male heads of household.

TABLE 8.11: HIGHEST EXAMINATION PASSED BY HEADS OF HOUSEHOLD BY SEX AND QUINTILES (PERCENT)

Highest Level Education	Consumption Quintile					
	I	II	III	IV	V	Total
MALE						
None	2.04	-	-	0.80	-	0.58
Nursery/Pre- School	-	-	-	0.40	-	0.08
Special Education	0.34	-	0.45	-	-	0.16
Primary	28.75	28.55	22.76	26.57	26.05	26.60
Secondary	16.36	20.72	20.71	23.72	15.36	19.37
Educational Institute/Community College	0.33	3.10	7.73	6.11	14.83	6.32
University	-	0.75	-	2.11	10.96	2.73
Don't Know	3.68	2.44	4.71	1.47	3.40	3.12
Other	0.21	2.96	2.96	2.73	3.36	2.43
Not Applicable	48.28	41.50	40.68	36.09	25.14	38.45
Not Stated	0.0	0.0	0.0	0.0	0.9	0.2
Total	100.0	100.0	100.0	100.0	100.0	100.0

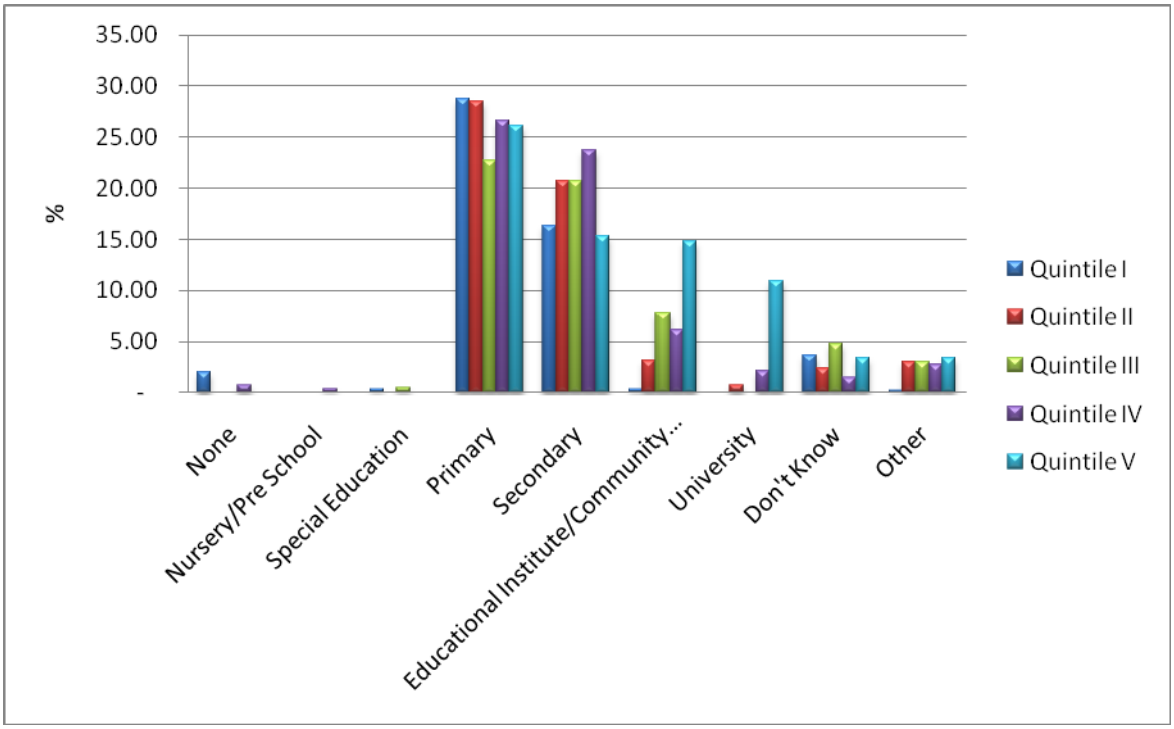

FIGURE 8.6: HIGHEST LEVEL OF EXAMINATIONS PASSED BY MALE HEADS OF HOUSEHOLD

Female heads of households were also mostly likely to have attained little further than primary or secondary education. In total, 23.46 percent of females had attained primary education at most, while 26.6 percent of males had attained at most primary level education. Female patterns of educational attainment in relation to socio-economic status were comparable to those of male heads of household. Table 8.12 and Figure 8.7 summarise the information on female heads.

TABLE 8.12: HIGHEST EXAMINATION PASSED BY HEADS OF HOUSEHOLD BY SEX AND QUINTILES (PERCENT)

Highest Level Education	Consumption Quintile					
	I	II	III	IV	V	Total
FEMALE						
None	-	-	0.81	0.44	-	0.26
Nursery/Pre School	-	-	-	-	-	-
Special Education	-	-	0.40	-	-	0.08
Primary	21.79	20.94	22.54	26.65	25.24	23.46
Secondary	16.38	21.07	19.82	20.07	17.07	18.89
Educational Institute/Community College	0.36	4.46	6.89	5.89	11.45	5.89
University	0.34	0.43	2.06	2.18	9.43	2.94
Don't Know	4.70	3.61	1.59	3.38	3.97	3.43
Other	1.79	4.04	1.60	4.18	5.44	3.41
Not Applicable	54.63	45.45	44.28	37.20	26.59	41.48
Not Stated	-	-	-	-	0.81	0.17
Total	100.00	100.00	100.00	100.00	100.00	100.00

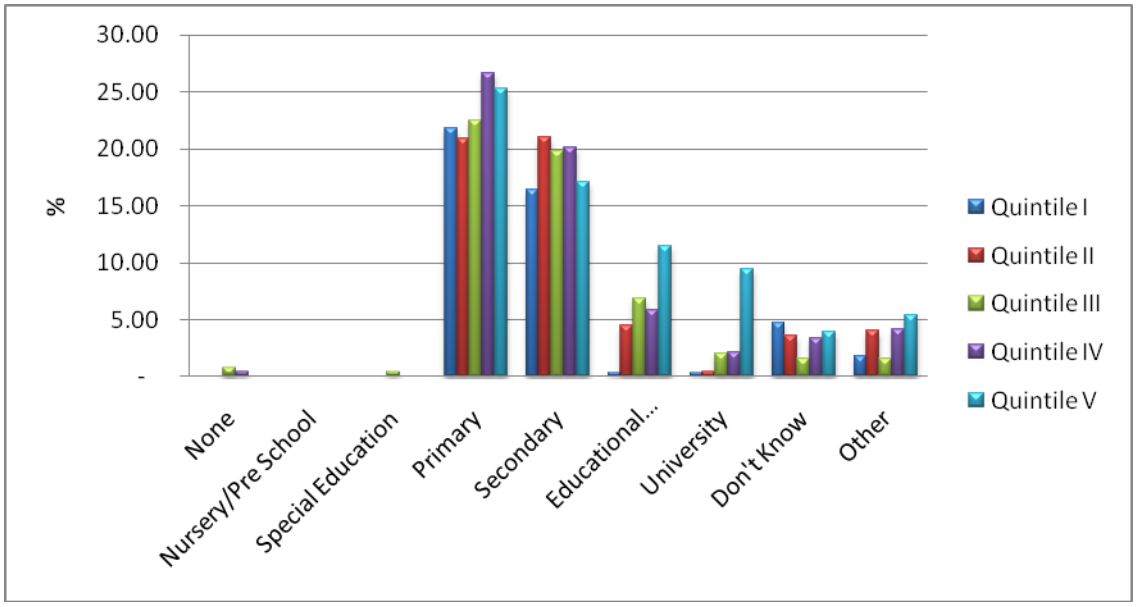

FIGURE 8.7: HIGHEST LEVEL OF EXAMINATIONS PASSED BY FEMALE HEADS OF HOUSEHOLD

Males over the age of 16 who were not attending school during the reference period were most likely to have attained up to either primary or secondary education (38.7 percent had attained up to primary and 27.4 percent up to secondary). As previous trends indicated, the higher the socio economic status, the higher the likelihood that males aged 16 and over had achieved post-secondary education. Figure 8.8 depicts the data shown in Table 8.13.

TABLE 8.13: HIGHEST GRADE COMPLETED BY MALES AGED 16+ NOT CURRENTLY ATTENDING SCHOOL

	Consumption Quintile					
Highest Level Education	I	II	III	IV	V	Total
None	3.5	.0	.0	1.1	.0	.8
Nursery/Pre School	.0	.0	.0	.6	.0	.1
Special Education	.6	.0	.7	.0	.0	.2
Primary	48.9	44.4	33.0	38.1	31.7	38.7
Secondary	25.0	32.1	30.1	33.3	18.1	27.4
Educational Institute/Community College	.6	4.9	11.2	8.8	18.0	9.2
University	.0	1.2	.0	3.0	13.3	4.0
Don't Know	6.3	3.8	6.8	2.1	4.1	4.6
Other	.4	4.7	4.3	3.9	4.1	3.6
Not Applicable	14.7	9.0	13.9	9.1	9.6	11.1
Not Stated	.0	.0	.0	.0	1.1	.3
Total	100.0	100.0	100.0	100.0	100.0	100.0

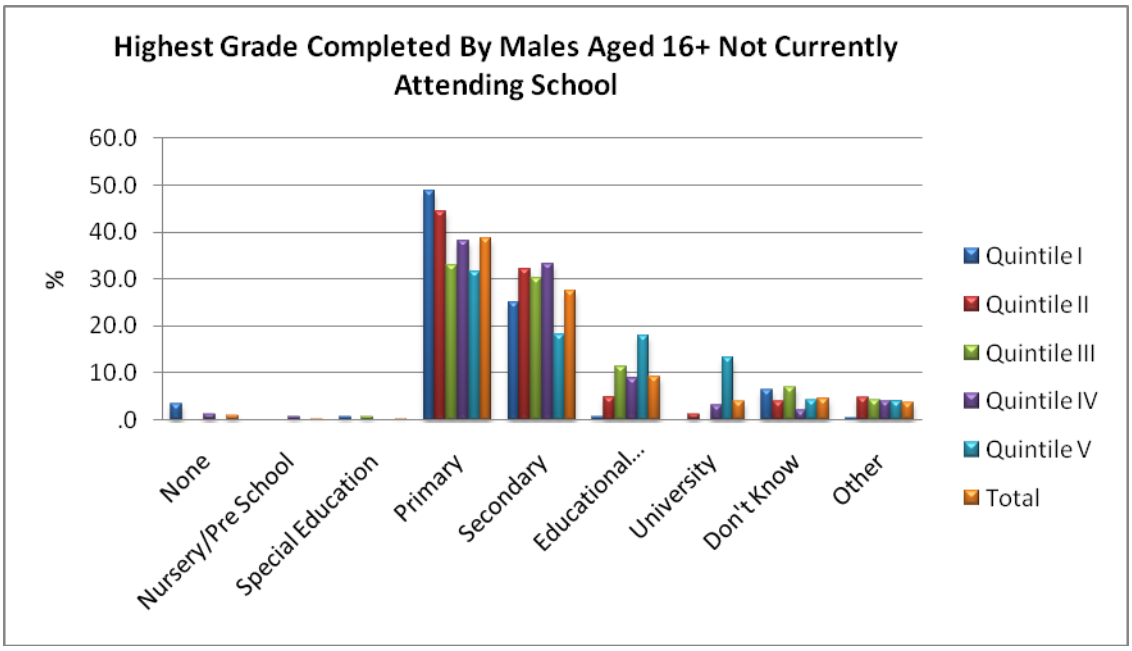

FIGURE 8.8: HIGHEST GRADE PASSED BY MALES AGED 16+ NOT CURRENTLY ATTENDING SCHOOL

The levels of educational attainment among females aged 16 and over were also slightly lower than males of the same cohort: 34 percent of females in this age group had attained up to primary level education, while a comparable 27percent had achieved as high as secondary level education. Figure 8.9 summarizes the data shown in Table 8.14.

TABLE 8.14: HIGHEST GRADE COMPLETED BY FEMALES AGED 16+ NOT CURRENTLY ATTENDING SCHOOL

Highest Level Education	Consumption Quintile					
	I	II	III	IV	V	Total
None	-	-	1.19	-	-	0.24
Nursery/Pre School	-	-	-	-	-	-
Special Education	-	-	0.59	-	-	0.12
Primary	40.27	32.31	33.16	36.46	29.94	33.98
Secondary	29.64	32.21	28.97	26.84	20.25	27.04
Educational Institute/Community College	0.66	6.88	10.14	8.06	13.59	8.53
University	0.63	0.66	3.04	2.98	11.18	4.26
Don't Know	8.69	5.57	2.34	4.62	4.70	4.97
Other	3.31	6.24	2.36	5.72	6.45	4.95
Not Applicable	16.79	16.13	18.22	15.32	12.91	15.68
Not Stated	-	-	-	-	0.96	0.24
Total	100.0	100.0	100.0	100.0	100.0	100.0

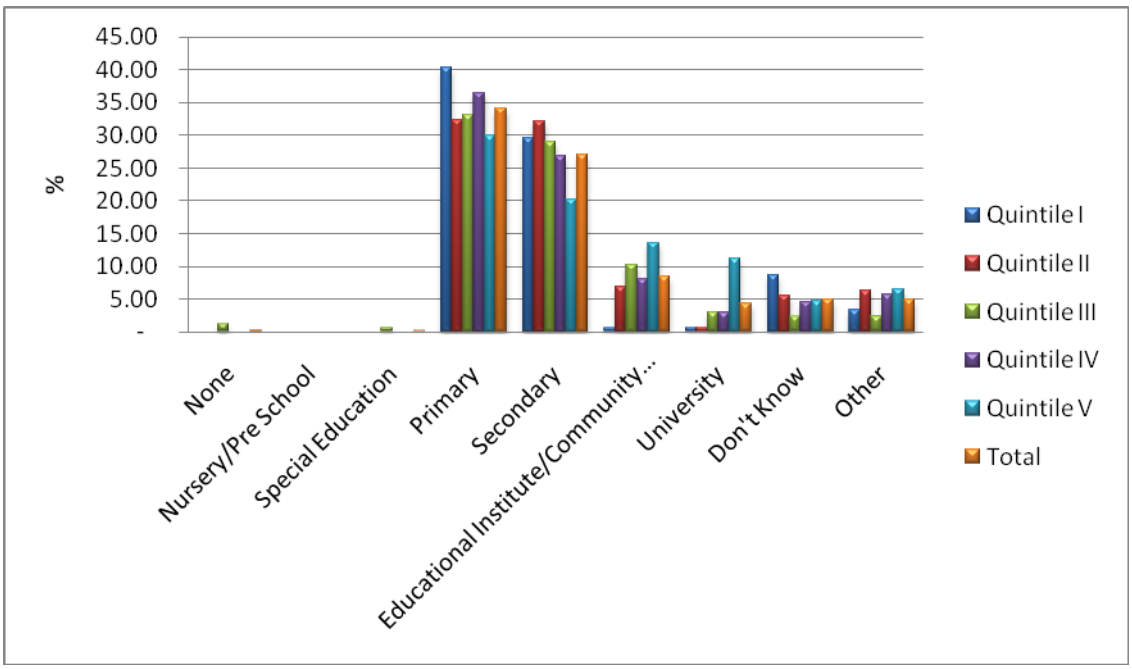

FIGURE 8.9: HIGHEST GRADE COMPLETED BY FEMALES AGED 16 NOT CURRENTLY ATTENDING SCHOOL

Overall, 25 percent of heads of household had attained up to primary level education. 19 percent had attained secondary level education and 8.9 percent attained post secondary level education, with the richest heads of households being the most likely to attain tertiary level education. There was generally little difference across quintiles in the likelihood of attaining only up to primary school education; on average, 25 percent of heads of households had up to primary level education regardless of socio-economic status.

In sum, although there has been universalisation of secondary education, and a growing number of people are entering post-secondary and tertiary level education, primary level education is still the dominant level of education for the largest percentage of the work-force. In the PPA, there were expressed concerns in some communities that young people were not availing themselves of the improved opportunity, a view shared by the National Youth Council, as shown in the IA.

However, there remains an abiding faith in most quarters on the efficacy of education in allowing for social and economic mobility. Roxann, a Carib woman, is one case of outstanding success among this community who have historically been the poorest in the society. Box 8.1 presents her experience.

BOX 8.1: EDUCATION AND OVERCOMING ALL THE ODDS OF BEING CARIB

The Carib Community of Dominica has suffered historic marginalisation. However, there have been initiatives in the last three decades to improve economic and social conditions in the community. Roxann's case demonstrates the importance of access to secondary education in opening a mobility channel to a girl who overcame all odds in an earlier time. Her parents were not averse to sending her brother to secondary school in Roseau, but feared that sending her might result in her becoming pregnant. Her repeated success at the entrance examinations finally convinced her parents to have her take advantage of the availability of a school place two hours walk away.

Parents and Working Hard at School: *We were always told by our parents that we had to work hard in school. I remember when it was raining and we couldn't go to school my father would make sure that .....we learn up to our 16 times table. We had to learn more than 12. While others were learning up to 12 we had to learn up to 20 times table.... we always knew that we had to go to school and we had to work hard.*

Challenge of School Attendance for a Carib Girl: *Going to secondary school, most times I had to walk because there was no bus to take us from the Carib territory. There was no bus. So for the first 6 months or so that I went to secondary school I would leave here 5 o'clock in the morning. Rain or sun, I had to walk most times with slippers on my feet and a plastic bag with books and whatever. And I would walk all the way*

My father would wake up about... and we didn't always have bread for breakfast or so...my father would wake up maybe about 3 o'clock in the morning. He would roast breadfruit for us when is breadfruit season,

and give us a cup of coco tea. ....Most of my father's children went to secondary school, even if he is a poor man now, but ...we struggled, we struggled. We didn't have all that we needed to go to secondary school.

Doors open one after the other*: I got 5 O levels, my brother got 6 and then my other sister who came out after me I think she got 5. And the same year we graduated from secondary school.*

After securing employment in the Carib Council's Office, and receiving the offer of a scholarship: *And I went back to the commissioner's office and I said to him, you know what, I am going to resign. I am going to resign and go and do my studies. And he said, no. no, no, ...because it's the Carib territory and people will always talk about…he said I am going to call the Permanent Secretary. He called and a couple of months after he said to me " we will give you leave without pay to go and study." So I said "no problem".*

Further Study**:** *There was a scholarship to do a postgraduate certificate course. In fact, I was not one of those that were selected. Two other people from my department were selected to go. But when they sent their names up and their qualifications, the university said no. They have to be post graduates. ..they didn't have a choice, they had to send me. So that is how I ended up going…*

Education and Culture: *Some people feel that because you are Carib you will always be a poor person and I think no. If you are Carib you are supposed to be a richer person, in other words, because you have your own culture. You have your own culture that you can use to your advantage that other people cannot use and you can learn the other person's culture because you know it already.*

CHAPTER NINE: HEALTH AND POVERTY

9.1 INTRODUCTION

Socio-economic status has differential impact on the health and wellness of individuals in the society. The SLC in particular allowed for an examination of this issue. Dominica has demonstrated a similar epidemiological profile to that of other counties of the region. Since the Second World War, the prevalence of contagious diseases has fallen and most have been eliminated. At the same time, the country has shown an increasing prevalence of non-communicable diseases, with diabetes, hypertension and cancer surfacing as significant.

Based on the data collected, approximately 12 percent of the population was over 65 years of age (elderly) in 2008/2009. The country is known for the presence of a fair number of centenarians. It might be that the slower resort to the adoption of diets based on imported foods and North Atlantic food consumption habits might have resulted in the country having a higher life expectancy than some of its neighbours. The country is supposed to have the second highest level of longevity in the Western Hemisphere, with Canada in the lead.[23]

On the other hand, the resort to transactional sex both in Dominica and in neighbouring islands – St. Marten, Martinique and Guadeloupe has been advanced as a factor for the increase in prevalence of HIV/AIDS, according to authorities in Dominica. There were a number of instances in the conduct of the PPA, when women mentioned the need to engage in transactional sex to secure much-needed cash.

School girls openly admitted to organising a 'bomb' to get supplies for their Home Economics class and a mother could advise a daughter:

> *"...go and sell what God gave you to get money for the exam."*

Discussions in the PPA suggest that there are occasions of male prostitution as well, with even young boys engaged in transactional sex with male adults. Drug abuse has become a serious problem in the society and there were countless references in the PPA and the IA to drug-running and drug use as a major facet of life in some communities and among the youth. Sonia, a specific case in the PPA, has had to distance herself from the father of her children who has become incapacitated from drug use. Clearly, there

[23] http://www.avirtualdominica-com/centenarians.cfm

are behavioural problems among groups in the country which will impact its overall health status in the future.

The primary and secondary health systems have a reach across the country. There is a Health Promotions Unit engaged in a vigorous programme to promote wellness, and an HIV/AIDS Unit seeks to help victims to manage the health challenges of HIV/AIDS as well as to prevent the spread of the disease.

9.2 HEALTH DATA IN SLC

9.2.1 INCIDENCE OF DISEASE

The percentage of persons reporting being ill and being confined to bed because of accident tended to increase with socio-economic status, but females were more likely than males to be affected. See Tables 9.1 and 9.2: the latter sums the distribution across, providing an indication of the representation of the quintile in the category. With as much as 7.8 percent of the population reporting accidents that required them being confined to bed, there are factors at work that may need further investigation.

TABLE 9.1: PERSONS CONFINED TO BED BY SEX AND QUINTILES (PERCENT)

		Consumption Quintiles					
	Confined to Bed	I	II	III	IV	V	Total
Sex	Due To Accident	%	%	%	%	%	%
Male	Yes	9.2	5.6	6.4	8.6	7.1	7.4
	No	90.8	94.4	93.6	91.4	92.4	92.5
	Not Stated	.0	.0	.0	.0	.5	.1
	Total	100.0	100.0	100.0	100.0	100.0	100.0
Female	Yes	3.8	7.3	7.7	11.2	10.3	8.1
	No	95.8	92.7	92.3	88.4	89.3	91.7
	Not Stated	.4	.0	.0	.4	.4	.2
	Total	100.0	100.0	100.0	100.0	100.0	100.0
Both Sexes	Yes	6.5	6.4	7.1	10.0	8.8	7.8
	No	93.3	93.6	92.9	89.8	90.8	92.1
	Not Stated	.2	.0	.0	.2	.4	.2
	Total	100.0	100.0	100.0	100.0	100.0	100.0

TABLE 9.2: PERSONS CONFINED TO BED BY SEX AND QUINTILES (PERCENT)

Sex	Confined to Bed Due To Accident	Consumption Quintiles					
		I	II	III	IV	V	Total
		%	%	%	%	%	%
Male	Yes	25.6	15.6	16.6	23.3	18.9	100.0
	No	20.2	21.2	19.3	19.7	19.6	100.0
	Not Stated	0.0	0.0	0.0	0.0	100.0	100.0
	Total	20.6	20.7	19.1	20.0	19.6	100.0
Female	Yes	9.0	17.5	19.7	27.8	25.9	100.0
	No	20.3	19.6	20.9	19.3	19.9	100.0
	Not Stated	34.6	0.0	0.0	31.8	33.7	100.0
	Total	19.4	19.4	20.8	20.0	20.4	100.0
Both Sexes	Yes	16.7	16.6	18.3	25.7	22.6	100.0
	No	20.2	20.4	20.1	19.5	19.7	100.0
	Not Stated	25.4	0.0	0.0	23.3	51.3	100.0
	Total	20.0	20.1	20.0	20.0	20.0	100.0

Tables 9.3 and 9.4 which focus on the prevalence of chronic diseases among the population, show that Dominica conforms to the experience elsewhere in the region. Generally, the higher socio-economic groups tend to report a higher incidence of chronic diseases than the lower socio-economic groups, and men generally less so than women.

There are few areas where the trend did not seem to be dictated by socio-economic status: asthma and cancer were two such cases. The silent killers, diabetes and hypertension conformed to the trend, however. Moreover, 31.2 percent of men and 39.9 percent of women had diabetes and 58.7 percent of men and 69.7 percent of women had high blood pressure. Men are less likely to seek medical attention, and normally present themselves when disease has reached an advanced stage.

Better-off men generally would have been more cognisant of the requirements for health checks than lower-income males. Awareness and level of education might have been the differentiating variable rather than the fact of chronic disease: in other words, there might have been no difference in incidence of these diseases among men.

TABLE 9.3: PERSONS SUFFERING FROM CHRONIC LIFESTYLE DISEASES BY SEX AND QUINTILES (PERCENT)

Sex	Suffer from Diseases	Consumption Quintiles					
		I	II	III	IV	V	Total
		%	%	%	%	%	%
Male	Yes	7.9	9.9	10.9	17.7	24.7	14.1
	No	92.1	89.8	89.1	82.3	74.9	85.7
	Not Stated	.0	.3	.0	.0	.5	.2
	Total	100.0	100.0	100.0	100.0	100.0	100.0
Female	Yes	14.6	17.8	17.3	22.9	32.1	21.0
	No	85.4	82.2	82.3	76.7	67.9	78.8
	Not Stated	0.0	0.0	0.4	0.4	0.0	0.2
	Total	100.0	100.0	100.0	100.0	100.0	100.0
Both Sexes	Yes	11.2	13.8	14.3	20.3	28.5	17.6
	No	88.8	86.0	85.5	79.5	71.3	82.2
	Not Stated	0.0	0.2	0.2	0.2	0.2	0.2
	Total	100.0	100.0	100.0	100.0	100.0	100.0

Figure 9.1 shows that regardless of socio-economic status, females were consistently more likely than males to report their suffering from chronic lifestyle diseases, with females in the highest quintile most prone to this risk.

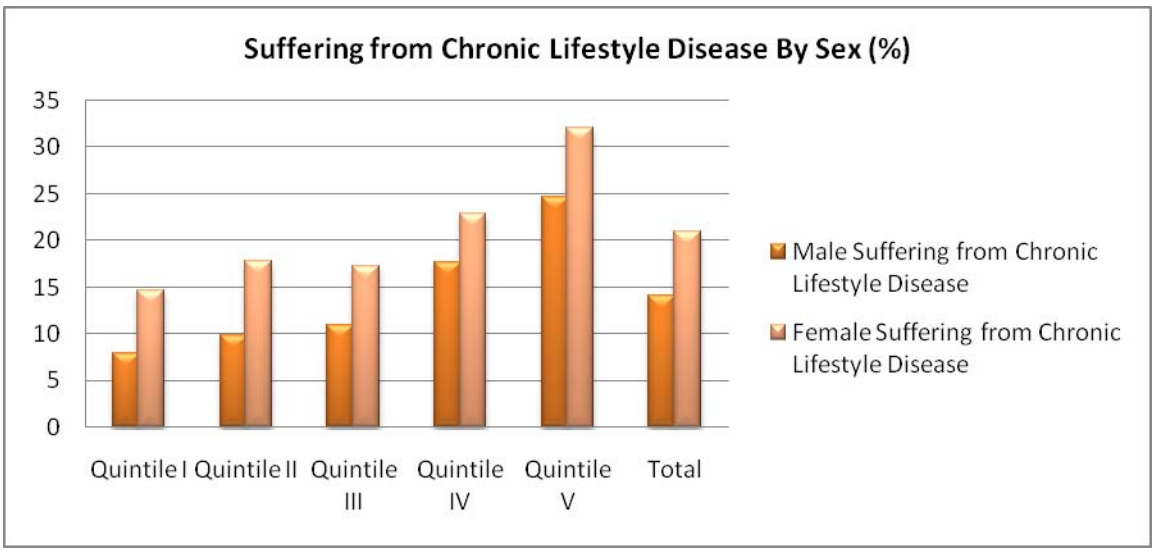

FIGURE 9.1: PERCENTAGE OF MALES AND FEMALES SUFFERING FROM CHRONIC LIFESTYLE DISEASES

TABLE 9.4: TYPE OF CHRONIC LIFESTYLE ILLNESS REPORTED BY SEX AND QUINTILES (PERCENT)

Sex	Type of Chronic Disease	Consumption Quintiles					
		Poorest	II	III	IV	Richest	Total
		%					
Male	Diabetes	1.7	25.8	9.1	26.2	37.2	100.0
	High Blood Pressure	9.8	11.1	11.6	23.3	44.2	100.0
	Heart Condition	21.8	6.6	37.0	14.6	20.0	100.0
	Cancer	25.7	0.0	25.7	27.7	20.9	100.0
	HIV/AIDS	0.0	0.0	0.0	0.0	0.0	0.0
	Asthma	19.8	24.0	16.3	35.2	4.8	100.0
	Other	18.9	11.4	18.3	25.4	26.0	100.0
	Not Stated	0.0	0.0	100.0	0.0	0.0	100.0
	Total	11.4	14.6	14.7	25.0	34.3	100.0
Female	Diabetes	10.3	21.9	8.9	22.3	36.7	100.0
	High Blood Pressure	11.5	14.6	17.2	24.9	31.8	100.0
	Heart Condition	16.5	11.0	34.4	26.9	11.2	100.0
	Cancer	0.0	100.0	0.0	0.0	0.0	100.0
	HIV/AIDS	0.0	0.0	0.0	0.0	0.0	0.0
	Asthma	25.7	13.5	27.6	9.9	23.2	100.0
	Other	28.8	10.7	22.4	14.9	23.2	100.0
	Not Stated	0.0	0.0	61.5	38.5	0.0	100.0
	Total	13.5	16.4	17.1	21.8	31.2	100.0
Total	Diabetes	7.4	23.2	9.0	23.6	36.9	100.0
	High Blood Pressure	10.9	13.4	15.3	24.4	36.1	100.0
	Heart Condition	18.7	9.2	35.5	21.7	14.9	100.0
	Cancer	20.7	19.5	20.7	22.3	16.8	100.0
	HIV/AIDS	0.0	0.0	0.0	0.0	0.0	0.0
	Asthma	22.7	18.7	22.0	22.5	14.0	100.0
	Other	24.0	11.1	20.4	20.0	24.5	100.0
	Not Stated	0.0	0.0	76.2	23.8	0.0	100.0
	Total	12.7	15.7	16.2	23.1	32.4	100.0

9.2.2 HEALTH SERVICES

Table 9.5 corroborates the fact that women were more likely to visit a Health Practitioner. However, among men and women, there did not seem to be any systematic socio-economic factors at work. Thus, 39.7 percent of the poorest men visited a Health Practitioner, and 38.3 percent of men in the second highest quintile did so as well. Likewise 40.7 percent of the poorest females visited a Health Practitioner and 40.5 percent of females in the highest socio-economic group did so as well. 2.2 percent of males and 1.7 percent of females suggested that it was too expensive to visit a Health Practitioner.

TABLE 9.5: PERSONS VISITING HEALTH PRACTITIONER ON ACCOUNT OF ILLNESS BY SEX AND QUINTILES (PERCENT)

Sex	Visited Health Practitioner	Consumption Quintiles					
		I	II	III	IV	V	Total
		%	%	%	%	%	%
Male	Yes	39.7	26.1	41.0	38.3	32.7	35.3
	No	54.3	72.6	48.6	61.7	67.3	61.8
	Not Stated	6.0	1.2	10.4	.0	.0	2.8
	Total	100.0	100.0	100.0	100.0	100.0	100.0
Female	Yes	40.7	42.2	45.2	46.1	40.5	42.9
	No	51.9	56.8	50.5	53.2	58.7	54.6
	Not Stated	7.5	.9	4.4	.8	.8	2.5
	Total	100.0	100.0	100.0	100.0	100.0	100.0
Total	Yes	40.2	35.2	43.5	42.6	37.3	39.7
	No	53.0	63.7	49.7	57.0	62.2	57.7
	Not Stated	6.8	1.1	6.8	.4	.5	2.6
	Total	100.0	100.0	100.0	100.0	100.0	100.0

Respondents were asked to indicate the first place visited for medical attention. Tables 9.6 and 9.7 show that 50.5 percent of men would visit the Health Centre, with the Public Hospital being the next place to be visited: Table 9.7 sums across, showing the distribution across the quintile. With women 48.2 percent would visit the health centre. In either case the majority of men and women in the lowest socio-economic group would visit the health centre. On average, a private hospital accounted for 8.7 percent of visits.

TABLE 9.6: FIRST PLACE VISITED FOR MEDICAL ATTENTION BY SEX AND QUINTILES (PERCENT)

		Consumption Quintiles					
		I	II	III	IV	V	Total
Sex	Place First Visit Made	%	%	%	%	%	%
Male	Public Hospital	20.3	21.9	10.4	21.5	7.0	16.1
	Private Hospital	9.1	6.0	15.4	25.6	.0	12.2
	Health Centre	59.3	61.5	50.3	42.6	46.1	50.5
	Private Doctor/Dentist Abroad	.0	.0	.0	.0	14.9	3.3
	Private Doctor/Dentist	7.9	.0	14.7	7.3	21.4	10.9
	Traditional Healer	.0	.0	.0	.0	.0	.0
	Hospital Abroad	.0	.0	.0	.0	.0	.0
	Pharmacy/Chemist	.0	.0	.0	.0	3.4	.8
	Other	3.5	10.6	9.1	3.0	.0	4.6
	Not Stated	.0	.0	.0	.0	7.2	1.6
	Total	100.0	100.0	100.0	100.0	100.0	100.0
Female	Public Hospital	6.8	14.7	17.4	17.3	8.3	13.1
	Private Hospital	2.8	5.7	9.2	11.6	2.1	6.4
	Health Centre	73.5	40.1	46.9	49.0	39.3	48.2
	Private Doctor/Dentist Abroad	5.0	6.7	.0	4.6	16.0	7.0
	Private Doctor/Dentist	5.5	11.6	10.2	12.7	20.6	13.0
	Traditional Healer	.0	.0	.0	.0	.0	.0
	Hospital Abroad	.0	.0	.0	.0	.0	.0
	Pharmacy/Chemist	.0	8.3	.0	1.6	7.7	3.8
	Other	6.4	12.9	13.6	3.3	4.1	7.5
	Not Stated	.0	.0	2.7	.0	2.0	1.0
	Total	100.0	100.0	100.0	100.0	100.0	100.0
Both Sexes	Public Hospital	12.8	17.1	14.8	19.0	7.8	14.2
	Private Hospital	5.6	5.8	11.5	17.3	1.3	8.7
	Health Centre	67.2	47.0	48.2	46.4	41.7	49.1
	Private Doctor/Dentist Abroad	2.8	4.5	.0	2.7	15.6	5.6
	Private Doctor/Dentist	6.6	7.9	11.9	10.5	20.9	12.2
	Traditional Healer	.0	.0	.0	.0	.0	.0
	Hospital Abroad	.0	.0	.0	.0	.0	.0
	Pharmacy/Chemist	.0	5.6	.0	1.0	6.2	2.6
	Other	5.1	12.2	11.9	3.1	2.6	6.4
	Not Stated	.0	.0	1.7	.0	3.9	1.2
	Total	100.0	100.0	100.0	100.0	100.0	100.0

TABLE 9.7: FIRST PLACE VISITED FOR MEDICAL ATTENTION BY SEX AND QUINTILES (PERCENT)

		Consumption Quintiles					
		I	II	III	IV	V	Total
Sex	Place First Visit Made	%	%	%	%	%	%
Male	Public Hospital	23.7	18.8	11.7	36.1	9.7	100.0
	Private Hospital	14.0	6.7	22.8	56.5	0.0	100.0
	Health Centre	22.0	16.8	17.9	22.8	20.4	100.0
	Private Doctor/Dentist Abroad	0.0	0.0	0.0	0.0	100.0	100.0
	Private Doctor/Dentist	13.6	0.0	24.4	18.2	43.9	100.0
	Pharmacy/Chemist	0.0	0.0	0.0	0.0	100.0	100.0
	Other	14.3	32.0	36.0	17.7	0.0	100.0
	Not Stated	0.0	0.0	0.0	0.0	100.0	100.0
	Total	18.8	13.8	18.0	27.0	22.3	100.0
Female	Public Hospital	7.6	20.2	24.3	32.4	15.6	100.0
	Private Hospital	6.2	15.8	26.0	44.1	7.9	100.0
	Health Centre	22.2	14.9	17.8	24.9	20.2	100.0
	Private Doctor/Dentist Abroad	10.4	17.1	0.0	16.0	56.6	100.0
	Private Doctor/Dentist	6.2	16.1	14.3	24.0	39.3	100.0
	Traditional Healer	0.0	0.0	0.0	0.0	0.0	0.0
	Hospital Abroad	0.0	0.0	0.0	0.0	0.0	0.0
	Pharmacy/Chemist	0.0	39.2	0.0	10.4	50.4	100.0
	Other	12.4	30.8	33.0	10.6	13.3	100.0
	Not Stated	0.0	0.0	50.0	0.0	50.0	100.0
	Total	14.5	18.0	18.3	24.5	24.7	100.0
Both Sexes	Public Hospital	14.5	19.6	18.8	34.0	13.1	100.0
	Private Hospital	10.4	10.9	24.2	50.8	3.6	100.0
	Health Centre	22.1	15.7	17.8	24.1	20.3	100.0
	Private Doctor/Dentist Abroad	8.0	13.2	0.0	12.4	66.4	100.0
	Private Doctor/Dentist	8.7	10.6	17.8	22.0	40.9	100.0
	Pharmacy/Chemist	0.0	34.9	0.0	9.3	55.9	100.0
	Other	12.9	31.1	33.8	12.5	9.7	100.0
	Not Stated	0.0	0.0	25.0	0.0	75.0	100.0
	Total	16.2	16.4	18.2	25.5	23.8	100.0

The reason for visiting the choice of location for service is given in Table 9.8. Proximity was the reason given most often, by 42.8 percent of males and 47.3 percent of females, with availability of procedure being the next important reason given.

TABLE 9.8: REASON FOR VISITING FIRST PLACE VISITED FOR MEDICAL ATTENTION BY SEX AND QUINTILES (COUNT)

Sex	Reason Individual Went There First	Consumption Quintiles					
		I	II	III	IV	V	Total
		%	%	%	%	%	%
Male	Not Stated	17.7	.0	15.5	4.4	4.4	8.1
	Availability of Proc	5.7	21.5	18.9	27.9	21.1	20.5
	Cost	16.5	.0	5.6	6.9	4.4	6.7
	Most Efficient	11.3	7.9	13.4	.0	4.4	6.2
	Privacy	.0	.0	.0	.0	.0	.0
	Proximity	34.0	47.0	46.5	47.2	37.9	42.8
	Visit Due	14.7	23.6	.0	13.6	27.8	15.7
	Total	100.0	100.0	100.0	100.0	100.0	100.0
Female	Not Stated	10.1	16.1	11.1	3.8	3.1	8.2
	Availability of Proc	22.8	1.1	6.1	23.7	20.7	15.1
	Cost	.0	16.4	15.5	10.8	3.0	9.7
	Most Efficient	9.5	6.8	3.0	10.4	3.2	6.5
	Privacy	.0	4.7	.0	2.6	1.4	2.0
	Proximity	52.1	42.9	48.0	42.6	53.4	47.3
	Visit Due	5.5	11.8	16.3	6.1	15.2	11.2
	Total	100.0	100.0	100.0	100.0	100.0	100.0
Both Sexes	Not Stated	13.6	12.0	12.9	4.1	3.6	8.2
	Availability of Proc	15.0	6.4	11.2	25.5	20.9	17.2
	Cost	7.5	12.1	11.5	9.1	3.6	8.6
	Most Efficient	10.3	7.1	7.2	5.9	3.7	6.4
	Privacy	.0	3.5	.0	1.5	.8	1.2
	Proximity	43.9	44.0	47.4	44.6	47.1	45.5
	Visit Due	9.7	14.9	9.8	9.3	20.3	13.0
	Total	100.0	100.0	100.0	100.0	100.0	100.0

The person providing the service was almost equally likely to be a nurse, or health care worker, a doctor, in the case of males but a nurse, or health care worker in the case of females, with a doctor being the second most likely health professional. This can be seen in Table 9.9.

TABLE 9.9: PERSON PROVIDING MEDICAL TREATMENT AT PLACE VISITED BY SEX AND QUINTILES (PERCENT)

Sex	Person Who Attended Individual At First Visit	Consumption Quintiles					
		I	II	III	IV	V	Total
		%	%	%	%	%	%
Male	Nurse, health care worker	55.8	68.1	45.5	47.6	32.5	48.2
	Pharmacist	.0	.0	.0	.0	3.4	.8
	Healer	.0	.0	.0	.0	.0	.0
	Doctor	44.2	31.9	50.9	46.2	60.5	47.9
	Midwife	.0	.0	.0	.0	.0	.0
	Other	.0	.0	.0	3.0	.0	.8
	Not Stated	.0	.0	3.6	3.2	3.6	2.3
	Total	100.0	100.0	100.0	100.0	100.0	100.0
Female	Nurse, health care worker	73.9	53.1	52.8	62.4	37.9	54.6
	Pharmacist	.0	8.3	.0	1.6	7.7	3.8
	Healer	.0	.0	.0	.0	.0	.0
	Doctor	26.1	38.6	47.2	36.0	54.4	41.6
	Midwife	.0	.0	.0	.0	.0	.0
	Other	.0	.0	.0	.0	.0	.0
	Not Stated	.0	.0	.0	.0	.0	.0
	Total	100.0	100.0	100.0	100.0	100.0	100.0
Both Sexes	Nurse, health care worker	65.9	57.9	50.0	56.4	36.0	52.1
	Pharmacist	.0	5.6	.0	1.0	6.2	2.6
	Healer	.0	.0	.0	.0	.0	.0
	Doctor	34.1	36.4	48.6	40.2	56.6	44.0
	Midwife	.0	.0	.0	.0	.0	.0
	Other	.0	.0	.0	1.2	.0	.3
	Not Stated	.0	.0	1.4	1.3	1.3	.9
	Total	100.0	100.0	100.0	100.0	100.0	100.0

In respect of the length of time it took to be served, the majority males and females affirmed that they would receive service within one hour of arrival at the health facility: 72 percent of males and 66.9 percent of females. This can be seen in Table 9.10.

TABLE 9.10: LENGTH OF TIME SPENT WAITING BEFORE RECEIVING MEDICAL TREATMENT AT PLACE VISITED BY SEX AND QUINTILES (PERCENT)

		Consumption Quintiles					
		I	II	III	IV	V	Total
Sex	Length of Wait	%	%	%	%	%	%
Male	None	.0	4.7	2.3	.0	.0	1.1
	1-10 Min	21.0	19.1	11.3	23.6	11.5	17.6
	11-30 Min	31.5	20.8	41.1	47.2	36.0	37.1
	30 Min to 1 Hour	21.2	9.0	13.0	11.0	26.0	16.2
	1-2 Hours	3.6	41.7	23.2	14.2	6.1	16.0
	2-4 Hours	14.6	4.7	9.2	3.9	12.7	8.9
	Over 4 Hours	8.0	.0	.0	.0	7.7	3.2
	Not Stated	.0	.0	.0	.0	.0	.0
Female	Total	100.0	100.0	100.0	100.0	100.0	100.0
	None	.0	.0	2.4	.0	2.2	1.0
	1-10 Min	26.8	27.6	33.8	9.7	13.7	20.7
	11-30 Min	26.1	42.9	32.7	38.7	29.6	34.3
	30 Min to 1 Hour	13.4	2.8	5.7	14.6	15.2	10.9
	1-2 Hours	6.8	12.1	18.3	18.5	21.9	16.5
	2-4 Hours	19.1	13.7	7.0	12.4	15.3	13.4
	Over 4 Hours	7.8	.9	.0	6.0	2.1	3.3
	Not Stated	.0	.0	.0	.0	.0	.0
	Total	100.0	100.0	100.0	100.0	100.0	100.0
Both Sexes	None	.0	1.6	2.4	.0	1.4	1.0
	1-10 Min	24.2	24.8	24.8	15.5	12.9	19.5
	11-30 Min	28.5	35.6	36.1	42.3	31.9	35.4
	30 Min to 1 Hour	16.9	4.9	8.6	13.1	19.0	13.0
	1-2 Hours	5.4	21.8	20.3	16.7	16.3	16.3
	2-4 Hours	17.1	10.8	7.9	8.8	14.4	11.6
	Over 4 Hours	7.9	.6	.0	3.5	4.1	3.2
	Not Stated	.0	.0	.0	.0	.0	.0
	Total	100.0	100.0	100.0	100.0	100.0	100.0

As can be seen in Table 9.11 the majority of males (91.3 percent) and of females (89.8 percent) claimed to be either very satisfied or satisfied with the services received at medical facilities.

TABLE 9.11: LEVEL OF SATISFACTION WITH TREATMENT RECEIVED BY SEX AND QUINTILES (PERCENT)

Sex	Level of Satisfaction With Treatment	Consumption Quintiles					
		I	II	III	IV	V	Total
		%	%	%	%	%	%
Male	Very satisfied	31.6	64.1	33.2	36.8	49.7	41.8
	Satisfied	50.7	31.1	63.2	57.0	39.5	49.5
	Dissatisfied	13.3	4.7	3.6	3.2	3.6	5.5
	Very dissatisfied	.0	.0	.0	3.1	3.6	1.6
	Not Stated	4.4	.0	.0	.0	3.6	1.6
	Total	100.0	100.0	100.0	100.0	100.0	100.0
Female	Very satisfied	36.2	31.0	53.8	44.8	37.9	41.0
	Satisfied	46.6	59.5	41.1	38.5	58.2	48.8
	Dissatisfied	13.5	5.7	5.1	9.2	2.0	6.7
	Very dissatisfied	.0	2.8	.0	5.7	.0	1.9
	Not Stated	3.7	.9	.0	1.6	1.9	1.6
	Total	100.0	100.0	100.0	100.0	100.0	100.0
Both Sexes	Very satisfied	34.1	41.7	46.0	41.6	42.1	41.3
	Satisfied	48.4	50.4	49.5	46.0	51.5	49.1
	Dissatisfied	13.4	5.4	4.5	6.8	2.6	6.2
	Very dissatisfied	.0	1.9	.0	4.6	1.3	1.8
	Not Stated	4.0	.6	.0	1.0	2.5	1.6
	Total	100.0	100.0	100.0	100.0	100.0	100.0

However, among those who expressed dissatisfaction, long waiting time and attitude of staff were advanced as the reasons for dissatisfaction with the former being by far the reason most often given. This can be seen in Table 9.12. Tertiary care can be accessed abroad with the state providing some support, However, this is guaranteed only for certain classes of state employees who may be injured in the line of duty e.g. Fireman. The ordinary individual will need to secure their own resources privately or through community and civil society organisations that may engage in fund-raising on their behalf.

TABLE 9.12: REASON FOR DISSATISFACTION WITH TREATMENT RECEIVED BY SEX AND QUINTILES (PERCENT)

Sex	Reason For Dissatisfaction	Consumption Quintiles I %	II %	III %	IV %	V %	Total %
Male	Drugs Not Available	.0	.0	.0	.0	50.0	11.3
	Drugs Not Affordable	.0	.0	.0	.0	.0	.0
	Attitude of Staff	26.1	.0	100.0	49.1	50.0	41.3
	Long Waiting Time	100.0	100.0	.0	.0	50.0	55.8
	Equipment Not Available	.0	.0	.0	50.9	.0	12.1
	No Doctor/Trained Staff	.0	.0	.0	.0	50.0	11.3
	Too Many Revisits	.0	.0	.0	.0	.0	.0
	Not Stated	.0	.0	.0	.0	.0	.0
	Total	100.0	100.0	100.0	100.0	100.0	100.0
Female	Drugs Not Available	.0	.0	.0	12.8	100.0	11.2
	Drugs Not Affordable	.0	.0	.0	.0	.0	.0
	Attitude of Staff	20.5	.0	100.0	23.7	.0	25.6
	Long Waiting Time	74.7	100.0	100.0	85.5	100.0	88.0
	Equipment Not Available	.0	.0	.0	12.8	.0	5.4
	No Doctor/Trained Staff	26.9	.0	.0	27.3	100.0	23.6
	Too Many Revisits	27.3	.0	.0	.0	.0	6.2
	Not Stated	25.3	.0	.0	.0	.0	5.8
	Total	100.0	100.0	100.0	100.0	100.0	100.0
Both Sexes	Drugs Not Available	.0	.0	.0	9.9	66.7	11.3
	Drugs Not Affordable	.0	.0	.0	.0	.0	.0
	Attitude of Staff	23.0	.0	100.0	29.3	33.3	30.9
	Long Waiting Time	85.9	100.0	69.8	66.6	66.7	77.1
	Equipment Not Available	.0	.0	.0	21.2	.0	7.7
	No Doctor/Trained Staff	15.1	.0	.0	21.3	66.7	19.4
	Too Many Revisits	15.3	.0	.0	.0	.0	4.1
	Not Stated	14.1	.0	.0	.0	.0	3.8
	Total	100.0	100.0	100.0	100.0	100.0	100.0

9.2.3 ACCESS TO MEDICATION

Respondents were asked about their ability to purchase medication. Table 9.13 provides information by gender and socio-economic groups. Generally, the higher the socio-economic status, the higher the percentage purchasing medication. In the conduct of

PPA, a number of community residents expressed concern about their not being able to purchase necessary medication. As one of them stated:

> *"I cannot buy medicine it so expensive. I have to leave it."*
>
> *"I go to the health centre but when the doctor send me for test is $300 and I cannot pay".*

TABLE9.13: ILL PERSONS BUYING MEDICATION BY SEX AND QUINTILES (PERCENT)

		Consumption Quintiles					
		I	II	III	IV	V	Total
Sex	Medicines Bought	%	%	%	%	%	%
Male	Yes	22.4	21.4	29.2	36.2	51.2	33.7
	No	70.3	73.3	58.2	61.8	47.2	61.3
	Not Stated	7.3	5.3	12.6	2.1	1.6	5.1
	Total	100.0	100.0	100.0	100.0	100.0	100.0
Female	Yes	24.9	36.7	38.2	44.9	42.1	38.4
	No	65.0	59.8	56.2	51.0	57.0	57.2
	Not Stated	10.1	3.5	5.6	4.1	.9	4.3
	Total	100.0	100.0	100.0	100.0	100.0	100.0
Both Sexes	Yes	23.8	30.0	34.6	41.0	45.9	36.4
	No	67.4	65.7	57.0	55.8	53.0	59.0
	Not Stated	8.8	4.3	8.4	3.2	1.2	4.6
	Total	100.0	100.0	100.0	100.0	100.0	100.0

Some 13 percent of the population was covered by Health Insurance, and the higher the socio-economic group, the higher the probability of coverage. Thus, the highest percentages of persons covered are in the two highest socio-economic groups.

This applies in respect both males and females and can seen in Table 9.14 and in Table 9.15.

TABLE 9.14: INSURANCE COVERAGE STATUS BY SEX AND QUINTILES (PERCENT)

Sex	Covered By Health Insurance Etc	Consumption Quintiles					
		I	II	III	IV	V	Total
		%	%	%	%	%	%
Male	Yes	2.5	15.1	16.9	21.8	43.7	100.0
	No	23.3	21.6	19.5	19.7	15.9	100.0
	Not Stated	0.0	0.0	0.0	0.0	100.0	100.0
	Total	20.6	20.7	19.1	20.0	19.6	100.0
Female	Yes	3.0	12.8	12.0	23.4	48.8	100.0
	No	22.1	20.5	22.2	19.4	15.9	100.0
	Not Stated	0.0	0.0	0.0	100.0	0.0	100.0
	Total	19.4	19.4	20.8	20.0	20.4	100.0
Both Sexes	Yes	2.8	13.9	14.3	22.7	46.4	100.0
	No	22.7	21.0	20.9	19.6	15.9	100.0
	Not Stated	0.0	0.0	0.0	46.7	53.3	100.0
	Total	20.0	20.1	20.0	20.0	20.0	100.0

TABLE 9.15: INSURANCE COVERAGE STATUS BY SEX AND QUINTILES (PERCENT)

Sex	Covered By Health Insurance Etc	Consumption Quintiles					
		I	II	III	IV	V	Total
		%	%	%	%	%	%
Male	Yes	1.6	9.4	11.5	14.2	29.0	13.0
	No	98.4	90.6	88.5	85.8	70.6	86.9
	Not Stated	.0	.0	.0	.0	.5	.1
	Total	100.0	100.0	100.0	100.0	100.0	100.0
Female	Yes	2.2	9.1	8.0	16.2	33.2	13.9
	No	97.8	90.9	92.0	83.4	66.8	86.0
	Not Stated	.0	.0	.0	.4	.0	.1
	Total	100.0	100.0	100.0	100.0	100.0	100.0
Both Sexes	Yes	1.9	9.3	9.6	15.2	31.1	13.4
	No	98.1	90.7	90.4	84.6	68.6	86.5
	Not Stated	.0	.0	.0	.2	.2	.1
	Total	100.0	100.0	100.0	100.0	100.0	100.0

9.2.4 FERTILITY

The union status of females 15 years and over is shown in Table 9.16. Legal marriage accounted for 26.5 percent of respondents. Some 41.8 percent of females 15 years and over indicated that they were not in a union. Common-law and visiting partner accounted for 20.3 percent of the unions. As is the case elsewhere in the Caribbean, the higher the socio-economic status, the greater the likelihood of the union being legal marriage, and correlatively, the lower the socio-economic status, the greater the probability of a common-law union. This implies that most births would occur to women not in legal marriages.

TABLE 9.16: UNION STATUS PERSONS 15+ BY QUINTILES (PERCENT)

	Consumption Quintiles					
	I	II	III	IV	V	Total
Present Union Status	%	%	%	%	%	%
Legally married	12.7	22.6	24.5	26.0	41.9	26.5
Common Law union	19.0	12.2	12.1	7.9	5.8	10.9
Visiting partner	6.5	10.1	13.0	9.3	7.9	9.4
Married but not in union	1.2	1.7	1.4	1.5	.0	1.1
Legally separated and not in a union	.7	.6	.1	.5	.6	.5
Widowed and not in union	3.8	3.9	3.6	5.3	6.7	4.8
Divorced and not in union	.0	.0	1.1	.7	2.8	1.0
Not in a union	49.3	45.7	40.0	44.4	32.3	41.8
Don't know/Not stated	6.9	3.2	4.2	4.4	2.1	4.0
Total	100.0	100.0	100.0	100.0	100.0	100.0

Table 9.17 provides information on the number of live births ever had by quintiles. Some 36.5 percent of women had not had a live birth, and among them, the higher the socio-economic status, the higher the probability of this being so. On the other hand then, 59.2 percent of women would have had a live birth, lending further corroboration of births being to women outside of wedlock.

TABLE 9.17: NUMBER OF LIVE BIRTHS EVER HAD BY QUINTILES (PERCENT)

	Consumption Quintiles					
	I	II	III	IV	V	Total
No. Of Live Births	%	%	%	%	%	%
None	26.1	35.5	37.7	39.5	42.0	36.5
One	14.1	15.1	12.7	25.5	21.1	17.7
Two	8.4	12.5	17.9	13.0	13.8	13.4
Three	14.9	10.2	14.8	11.8	10.7	12.5
Four	7.5	8.6	6.1	5.5	7.0	6.9
Five	2.6	7.7	4.6	.9	1.8	3.6
Six	7.2	1.7	2.7	.0	.0	2.2
Seven	2.4	.0	.0	.0	.0	.4
Eight	7.2	1.8	.7	.8	.0	1.9
Nine	.0	1.7	.0	.0	.0	.4
Ten	1.2	.0	.0	.0	.0	.2
Not Stated	8.3	5.3	2.8	3.0	3.5	4.4
Total	100.0	100.0	100.0	100.0	100.0	100.0

Table 9.18 shows the percentage of women by socio-economic status who were pregnant at the time of the survey. 2.3 percent of women were pregnant, with a higher percentage of them being in the lower socio-economic class.

TABLE 9.18: FEMALES 15+ YEARS CURRENTLY PREGNANT BY QUINTILES (PERCENT)

	Consumption Quintiles					
	I	II	III	IV	V	Total
Currently Pregnant	%	%	%	%	%	%
Yes	2.3	4.8	1.7	2.2	1.1	2.3
No	92.1	91.1	93.0	93.3	97.4	93.6
Not Stated	5.6	3.4	5.1	4.3	1.0	3.7
Don't Know	.0	.7	.2	.2	.5	.3
Total	100.0	100.0	100.0	100.0	100.0	100.0

As can be seen in Table 9.19, 22.2 percent of them were practising birth control. Interestingly, the lowest and the highest socio-economic groups were less likely than those in the middle class or the middle quintiles to practise birth control. Male condoms accounted for 64.4 percent of the methods used followed by the pill which accounted for 13.4 percent.

Such methods as abstinence, the rhythm and withdrawal accounted for less than 8 percent of the techniques used. In spite of the fact that Roman Catholicism is the majority religion, adherents did not seem to be swayed by the teachings of the church in respect of methods of birth control. This corroborates the position adopted by the Planned Parenthood Association which reported a high level of interest in the services it provides among the population. In the course of the PPA, the Dominica Planned Parenthood Association was identified as a most important organisation as far as women were concerned.

"Family planning come first cause it working for me."

TABLE 9.19: PERSONS 15+ CURRENTLY PRACTICING BIRTH CONTROL BY QUINTILES (PERCENT)

	Consumption Quintiles					
	I	II	III	IV	V	Total
Currently Practicing Birth Control	%	%	%	%	%	%
Yes	17.2	29.1	28.0	19.3	17.9	22.2
No	78.5	69.0	69.9	79.2	81.1	75.8
Not Stated	4.3	1.9	2.2	1.5	1.0	2.0
Total	100.0	100.0	100.0	100.0	100.0	100.0

For the purpose of this study, an infant was defined as children under the age of 60 months (5 years). Table 9.20 provides the distribution by socio-economic status of infants dying before their first birthday – 8.7 percent and Table 9.21 provides the distribution of infants dying after their first birthday – 3.1 percent. In the later case, socio-economic factors seem to be at work, with the percentage falling with improvements in socio-economic conditions.

TABLE 9.20: NUMBER OF INFANTS DYING BEFORE FIRST BIRTHDAY BY QUINTILES (PERCENT)

	Consumption Quintiles					
	I	II	III	IV	V	Total
No. Died Before First Birthday	%	%	%	%	%	%
None	45.0	50.3	52.1	49.5	59.8	51.1
One	7.9	1.7	8.7	3.9	9.1	6.1
Two	1.6	2.3	2.1	1.4	.0	1.5
Three	.0	.0	1.3	.6	.0	.4
Four	.0	.0	.0	.0	.0	.0
Five	.0	.0	.0	.0	.0	.0
Six	2.4	.0	.0	1.1	.0	.7
Not Stated	43.1	45.8	35.8	43.4	31.1	40.2
Total	100.0	100.0	100.0	100.0	100.0	100.0

TABLE 9.21: NUMBER OF INFANTS DYING AFTER FIRST BIRTHDAY BY QUINTILES (PERCENT)

	Consumption Quintiles					
	I	II	III	IV	V	Total
No. Died After First Birthday	%	%	%	%	%	%
None	40.7	44.5	49.2	46.0	59.8	47.6
One	5.1	2.6	2.4	1.5	.6	2.5
Two	.0	.0	.0	.0	1.7	.3
Three	.0	.0	1.2	.0	.0	.3
Four	.0	.0	.0	.0	.0	.0
Five	.0	.0	.0	.0	.0	.0
Six	.0	.0	.0	.0	.0	.0
Not Stated	54.2	53.0	47.2	52.5	37.9	49.4
Total	100.0	100.0	100.0	100.0	100.0	100.0

In the conduct of the PPA, women referred to the risk that they are forced to expose themselves to because of poverty. Not having the wherewithal to take care of children, and given higher unemployment in conditions of poverty, a woman reasons that

> *"The children come first."*
>
> *"I know I poor and if I need something I just go by the bar and make a deal."*
>
> *"Twenty dollars for sex, you know."*
>
> *"This may result however in another pregnancy."*
>
> *"Women get pregnant with more children when they go to seek help to feed those they already have."*

During the course of the PPA and of the IA, there were references to mothers 'selling' their children or giving them up for adoption to people in neighbouring French Islands. Although the country has a relatively alert Social Welfare Department, there may well be cases of abuse of the rights of children that might go undetected but which derive from poverty-stricken conditions among some households.

9.2.5 AGE AT FIRST BIRTH

Table 9.22 provides data on age at first birth. Critically 3.5 percent of births occur to girls under age 15, and some 44.6 percent of first birth occurs to females under the age of 20. Since most of these would not be to women in stable unions, let alone formal marriages, many children are fated to be born in conditions that are not auspicious for an upbringing in a well-resourced early childhood and youth. Much depends therefore on the publicly financed social services and NGOs and civil society generally in correcting for a challenging feature in the social structure of Dominica.

TABLE 9.22: AGE AT FIRST BIRTH BY QUINTILES (PERCENT)

	Consumption Quintiles					
	I	II	III	IV	V	Total
Age at First Birth	%	%	%	%	%	%
Under 15	5.1	6.6	2.8	.6	1.9	3.5
15-19	52.5	43.1	35.9	36.5	37.4	41.1
20-24	25.2	35.1	37.7	25.9	26.6	30.5
25-29	2.1	4.6	7.0	18.4	21.4	10.2
30+	3.9	1.7	8.1	11.2	6.6	6.3
Not Stated	11.2	8.9	8.4	7.4	6.1	8.5
Total	100.0	100.0	100.0	100.0	100.0	100.0

In sum, Dominica, in spite of problems of poverty, has been able to provide a health service that ensures good access to primary health care and as well to secondary services. Contagious diseases have been controlled or eliminated and the society now faces the challenge of lifestyle diseases.

A high percentage of the population and in particular those in the lower socio-economic groups avail themselves of the public services, and most are satisfied with the service they receive. Poorer citizens may not be able to secure required medication when these are not available by way of subsidy from the pharmacies of the public health system. Men tend to seek services much later than women with implications for their succumbing to problems posed by such life style diseases as diabetes and hypertension.

The structure of the family and the nature of the economy of Dominica pose problems for women in the society. Girls and women facing poverty succumb to transactional sex which may lead to pregnancies. This is in spite of widespread use of birth control measures, including those frowned upon the Catholic Church. The entrapment of poorer girls and women in serial relationships in search of support repeats a cycle of poverty from one generation to another. An economy with limited employment-creating capacity, a culture of reliance on men, in family formation, create all the component parts for a poverty trap for a large section of the society.

CHAPTER TEN: PHYSICAL LIVING CONDITIONS

10.1 INTRODUCTION

The state of housing in the country has to be seen against the backdrop of the conditions identified in the CPA of 2003 and the commitments made by the Government to implement measures to address these in its poverty reduction strategy. Indeed, the Government announced that it would embark on a Housing Revolution, through the Ministry of Housing. Assistance from a number of donor agencies permitted it to seek to fulfil on this promise. This chapter reports on the housing conditions in the country, based on data collected mainly from the SLC.

10.2 HOUSING CONDITIONS

10.2.1 OUTER WALLS

Table 10.1 provides information on the outer walls of dwellings. The largest percentage (49.4%) of households used concrete and concrete blocks, and this increased with improved socio-economic status from 24.5 percent of households in the lowest quintile to 73.7 percent in the highest quintile. Wood/timber was used mainly by those households in the lower quintiles and this material was the predominant material used by those (41.7%) in the lowest quintile. Wood and concrete was used as the outer material of 17.4 percent of household dwellings. Brick/blocks and plywood were used by 1.8 and 5.6 percent of households respectively. The use of plywood increased with declining socio-economic status with 14.1 percent of households in the lowest quintile using this type of material. Makeshift accommodations were not reported by any households in the highest quintile and were reported by 2.5 percent of households in the lowest quintile.

Since the last CPA conducted in Dominica in 2003, the use of wood has declined from 33 percent of households in 2003 (Table 10.2) to 24.8 percent of households in 2008. Dwellings with outer walls of both wood and concrete declined by 29.6 percentage points from 47 percent to 17.4 percent, while the use of concrete for main outer walls was on the increase over the period.

TABLE 10.1: MAIN MATERIAL OF OUTER WALLS OF DWELLING BY QUINTILES (PERCENT) 2008

	Household Quintiles					
	I	II	III	IV	V	Total
Material of Outer Walls	%	%	%	%	%	%
Wood/Timber	41.7	37.6	21.3	16.2	7.8	24.8
Concrete/Concrete Blocks	24.5	39.6	49.0	59.4	73.7	49.4
Wood & Concrete	15.5	14.8	20.5	22.0	14.1	17.4
Brick/Blocks	1.2	0.5	2.8	0.9	3.4	1.8
Plywood	14.1	6.2	6.1	0.8	1.0	5.6
Makeshift	2.5	1.3	0.3	0.6	0.0	0.9
Other/Don't Know	0.5	0.0	0.0	0.0	0.0	0.1
Total (%)	100.0	100.0	100.0	100.0	100.0	100.0
Total (N)	4,723	4,667	4,806	4,807	4,845	23,849

TABLE 10.2: MATERIAL OF OUTER WALLS OF DWELLING BY QUINTILES (PERCENT) 2003

	Household Quintiles					
	I	II	III	IV	V	Total
Material of Outer Walls	%	%	%	%	%	%
Wood Only	58	41	28	26	10	33
Wood and Concrete	23	34	44	56	77	47
Concrete/blocks/brick/stone	13	19	20	15	10	15
Other	7	6	8	3	2	5
Total	100	100	100	100	100	100

Adapted from Caribbean Development Bank and Commonwealth of Dominica, Country Poverty Assessment Final Report Volume 2: Appendices

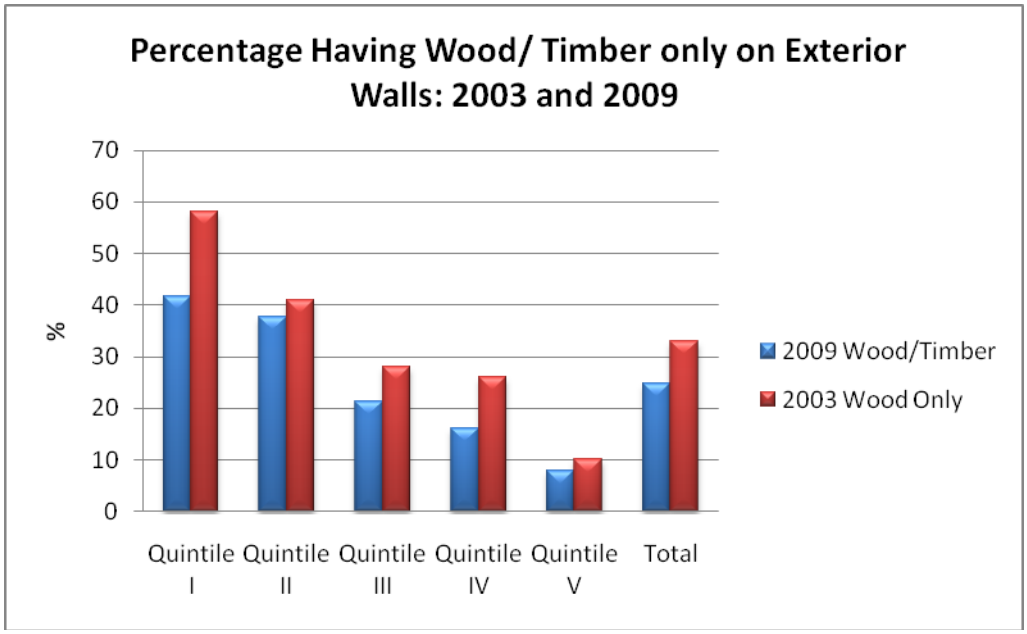

FIGURE 10.1: COMPARISON OF WOOD/ TIMBER ONLY; 2003 AND 2009

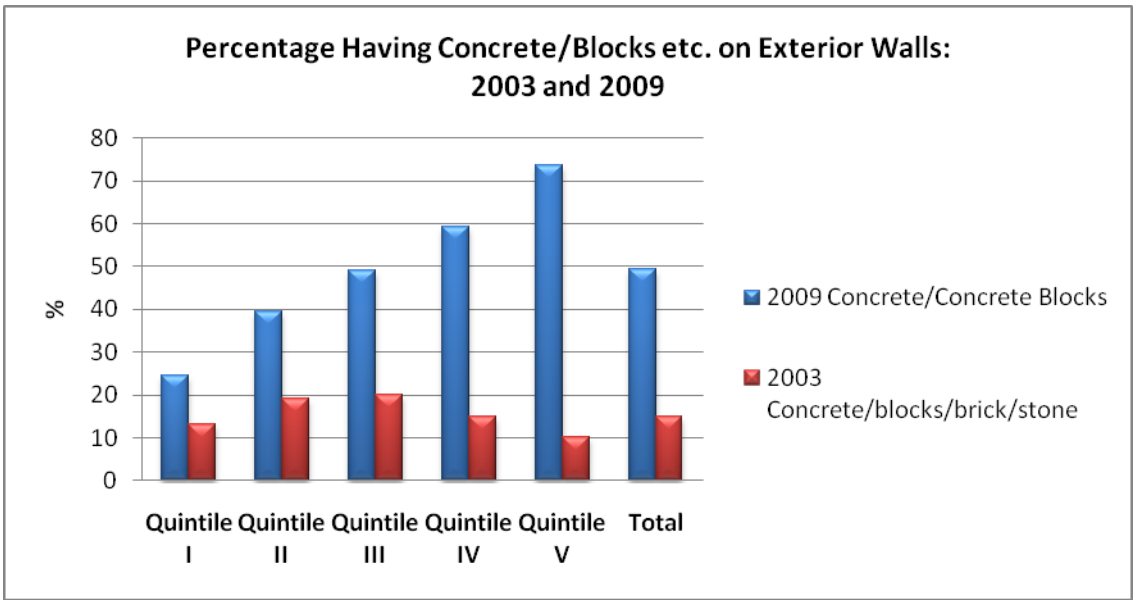

FIGURE 10.2: COMPARISON OF CONCRETE/ BLOCKS ONLY; 2003 AND 2009

10.2.2 ROOFING

The main roofing material used by consumption quintiles is shown in Table 10.3. The majority of households (88.7%) used sheet metal as their main roofing material. This type of roofing material however, was used more so by those in the poorest quintile with 91.4 percent of households in this quintile using sheet metal. Concrete was used by 9.6 percent of households and its use declined with declining socio-economic status. Shingles were used by 1.2 percent of households and makeshift roofing was not reported by households in any of the quintiles.

TABLE 10.3: MAIN MATERIAL OF ROOF BY QUINTILES (PERCENT)

	Household Quintiles					
	I	II	III	IV	V	Total
Material of Roof	%	%	%	%	%	%
Sheet metal (galvanised, galvalume)	91.4	92.3	86.6	88.7	84.9	88.7
Shingle (asphalt)	0.0	0.7	1.3	0.6	1.5	0.8
Shingle (wood)	0.3	0.7	0.5	0.6	0.0	0.4
Shingle (other)	0.6	0.0	0.0	0.0	0.0	0.1
Tile	0.0	0.0	0.0	0.0	0.0	0.0
Concrete	7.6	5.9	11.0	10.1	13.4	9.6
Makeshift/thatched	0.0	0.0	0.0	0.0	0.0	0.0
Other	0.0	0.5	0.6	0.0	0.2	0.3
Total (%)	100.0	100.0	100.0	100.0	100.0	100.0
Total (N)	4,723	4,667	4,806	4,807	4,845	23,849

10.2.3 TENURE

Tale 10.4 shows the tenure of dwellings across quintiles. Over 75 percent of households owned their homes either with or without a mortgage. 60.4 percent of households owned their homes without a mortgage and the incidence of such decreased, though marginally, with an improvement in socio-economic status. The reverse is true for home ownership with a mortgage (15.6%) as there were 10.9 percent of households in the lowest quintile owning their homes, compared to 20.3 percent in the highest quintile. 13.8 percent of households had rented accommodations (furnished and unfurnished) and as much as 7.8 percent of households reported that they were living rent free. Those in the lower socio-economic quintiles were more likely to be living rent free than their counterparts in the higher consumption quintiles. Only households among the lower consumption quintiles reported to be squatting.

In 2003, 75 percent of households owned their dwellings, while 15 percent were living in rented accommodations and 6 percent were living rent free (Table 10.5) which is not a great departure from tenure patterns in the latest study.

TABLE 10.4: TENURE OF DWELLING BY QUINTILES (PERCENT) IN 2008

	Household Quintiles					
	I	II	III	IV	V	Total
Tenure of Dwelling	%	%	%	%	%	%
Owned (with mortgage)	10.9	9.6	19.9	17.0	20.3	15.6
Owned (Without mortgage)	61.0	58.1	62.9	60.7	59.2	60.4
Rented-Furnished	2.2	2.8	2.0	2.7	3.0	2.6
Rented-Unfurnished	9.7	15.1	9.2	12.8	9.3	11.2
Leased	0.6	0.0	0.0	0.0	0.0	0.1
Rent-free	11.6	10.7	5.9	4.3	6.7	7.8
Squatted	1.6	0.9	0.2	0.0	0.0	0.5
Other	2.3	0.9	0.0	2.1	1.2	1.3
Not Stated	0.0	1.9	0.0	0.3	0.3	0.5
Total (%)	100.0	100.0	100.0	100.0	100.0	100.0
Total (N)	4,723	4,667	4,806	4,807	4,845	23,849

TABLE 10.5: TENURE OF DWELLING BY QUINTILES (PERCENT) IN 2003)

	Household Quintiles					
	I	II	III	IV	V	Total
Tenure of Dwelling	%	%	%	%	%	%
Owned	76	75	74	70	77	75
Rented	12	13	15	20	17	15
Rent Free	8	7	7	6	4	6
Squatted	2	2	2	2	1	2
Other	2	2	2	1	1	2
Total	100	100	100	100	100	100

Adapted from Caribbean Development Bank and Commonwealth of Dominica, 2003 Country Poverty Assessment Final Report Volume 2: Appendices

10.2.4 TOILET FACILITY

As shown in Table 10.6, the majority of households (65.2%) had water closets linked to either a sewer system or a septic tank. Households having this type of toilet facility increased with improved socio-economic status with only 28.8 percent of households in the lowest quintile having such toilet facilities and 87.2 percent of households in the richest quintile reporting such. Pit latrines were reported by 25.3 percent of households and predominantly so by those households in the lowest quintile (52.5%).

Some 9.5 percent of households coming from the richest quintile admitted to having pit latrines as their type of toilet facility. It is quite noteworthy that as much as 6.2 percent of households reported having no type of toilet facility, while 3.4 percent of households reported "other" types of toilet facilities as proper sanitation facilities can be linked to one's health status and has implications for one's ability to engage in gainful employment.

According to Table 10.7 which provides data on toilet facilities from the previous study in 2003, there has been some improvement in terms of households having flush toilets as 56 percent of households had flush toilets compared to 65.2 percent in 2009. The use of pit latrines marginally declined from 28 percent of households in 2003 to 25.3 percent of households in 2008. This type of toilet facility declined as socio-economic status improved.

TABLE 10.6: TYPE OF TOILET FACILITIES BY QUINTILES (PERCENT)

	Household Quintiles					
	I	II	III	IV	V	Total
Main Toilet Facility	%	%	%	%	%	%
W.C. (flush toilet) linked to sewer system	3.8	10.0	16.5	21.3	20.9	14.6
W.C. (flush toilet) linked to Septic tank/Soak-away	25.0	45.0	54.0	61.8	66.3	50.6
Pit-latrine	52.5	28.4	21.2	10.7	9.5	24.3
Ventilated Pit-latrine	1.0	2.6	1.2	0.0	0.0	1.0
Other	8.8	5.4	1.0	0.9	1.2	3.4
None	8.9	8.6	6.0	5.3	2.1	6.2
Total (%)	100.0	100.0	100.0	100.0	100.0	100.0
Total (N)	4,723	4,667	4,806	4,807	4,845	23,849

TABLE 10.7: TYPE OF TOILET FACILITIES BY QUINTILES (PERCENT)

	Household Quintiles					
	I	II	III	IV	V	Total
Toilet Facility	%	%	%	%	%	%
Flush Toilet	22	44	59	70	85	56
Pit Latrine	49	34	26	20	9	28
Other	29	22	15	10	5	16
Total	100	100	100	100	100	100

Adapted from Caribbean Development Bank and Commonwealth of Dominica, Country Poverty Assessment Final Report Volume 2: Appendices

Table 10.8 provides information on the sharing of facilities with other households. It shows that- 11.7 percent of households are sharing either kitchen, toilet/bathroom, water, electricity, cable television or a combination thereof. Generally, households were more likely to share such facilities as socio-economic status improved. However, this did not apply to the sharing of water facilities, as with an improvement in socio-economic status, households were more likely to share this facility.

TABLE 10.8: HOUSEHOLDS SHARING FACILITIES WITH ANOTHER HOUSEHOLD BY QUINTILES (PERCENT)

	Household Quintiles					
	I	II	III	IV	V	Total
Share Facilities	%	%	%	%	%	%
Kitchen	1.2	1.2	1.5	1.7	0.5	1.2
Toilet / Bathroom	8.5	3.3	3.7	1.7	1.9	3.8
Water	3.4	3.5	3.5	3.6	4.7	3.8
Electricity	.9	1.9	.4	3.0	.8	1.4
Cable TV	1.7	0.7	0.6	0.7	1.4	1.0
Any combination of 1, 2, 3, 4 or 5	0.0	0.5	0.0	2.0	0.0	0.5
None	83.1	88.8	90.3	87.4	90.7	88.1
Other	1.2	0.0	0.0	0.0	0.0	0.2
Total (%)	100.0	100.0	100.0	100.0	100.0	100.0
Total (N)	4,723	4,667	4,806	4,807	4,845	23,849

10.2.5 WATER SOURCE AND FREQUENCY OF SUPPLY

The main source of water, as shown in Table 10.9, is from a public source either piped into the dwelling or yard with 69.3 percent of households receiving water from this source. Those having access to a public source of water piped into the dwelling declined with a reduction in socio-economic status as there were as much as 80.3 percent of households in the highest quintile receiving water through this means compared 20.7 percent of their counterparts in the lowest quintile. Public standpipes were the main source of water for 19.4 percent of households and this source was used mainly by those in the poorest quintile.

Those receiving water from private sources, whether piped into the dwelling, private catchments piped as well as private catchments not piped, accounted for 7.1 percent of households. As much as 9.8 percent of households reported that they were receiving water from 'other' sources and this is cause for investigation to ensure that these sources are hygienically sound.

From 2003 to 2009 there has been some improvement in terms of water being supplied into dwellings, as the percentage of households receiving water piped into their dwelling increased by 10 percentage points while the percentage of households with their main source of water being standpipes declining from 27 percent (Table 10.10) to 19.4 percent. This may be in part due to a thrust mounted by DOWASCO to provide (new) connections to households in Dominica. Table 10.11 shows the number of days households had water in their taps.

TABLE 10.9: MAIN SOURCE OF WATER BY QUINTILES (PERCENT)

	Household Quintiles					
	I	II	III	IV	V	Total
Main Water Source	%	%	%	%	%	%
Public, piped into dwelling	20.7	53.5	66.4	72.1	80.3	58.8
Public, piped into yard	16.7	10.2	12.0	8.3	5.4	10.5
Public standpipe	42.2	26.6	12.1	11.6	5.3	19.4
Public well/tank or truck	0.7	0.7	0.0	0.0	0.0	0.3
Private, piped into dwelling	2.2	1.5	0.8	2.9	4.6	2.4
Private catchment not piped	2.6	1.7	3.2	0.5	0.0	1.6
Private catchment piped	5.0	1.7	2.7	3.0	2.8	3.1
Other	9.8	4.0	2.9	1.6	1.6	4.0
Total (%)	100.0	100.0	100.0	100.0	100.0	100.0
Total (N)	4,723	4,667	4,806	4,807	4,845	23,849

TABLE 10.10: SOURCE OF WATER BY QUINTILES (PERCENT)

	Household Quintiles					
	I	II	III	IV	V	Total
Water Source	%	%	%	%	%	%
Piped - dwelling	16	39	52	65	82	51
Piped - yard	20	17	14	10	5	13
Standpipe	48	33	24	19	9	27
Other	16	11	9	6	4	9
Total	100	100	100	100	100	100

Adapted from Caribbean Development Bank and Commonwealth of Dominica, Country Poverty Assessment Final Report Volume 2: Appendices

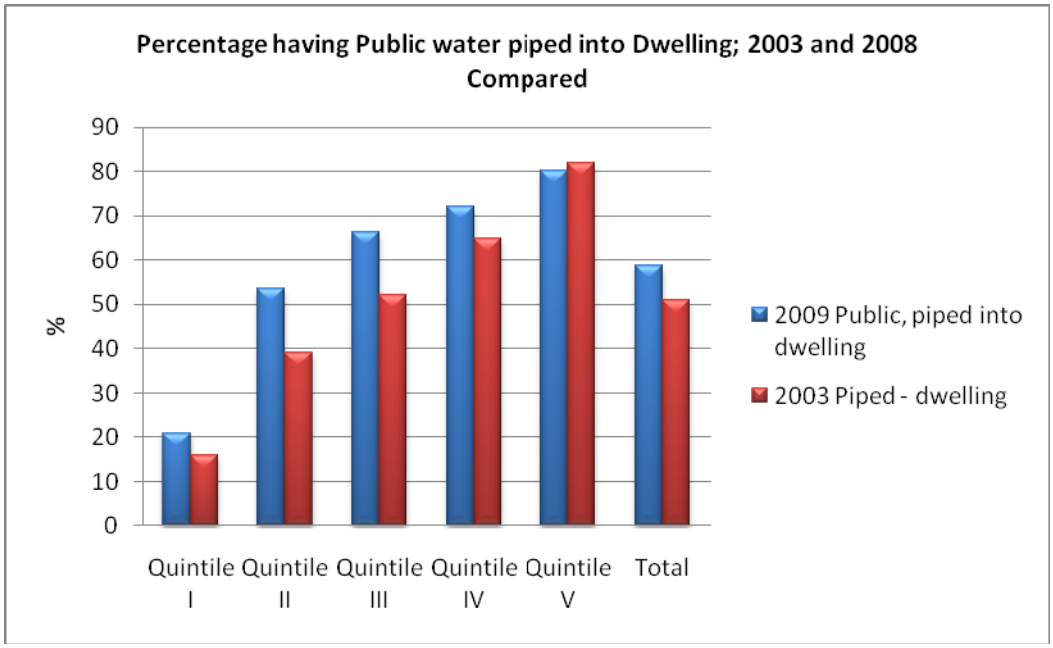

FIGURE 10.3: PERCENTAGE HAVING PUBLIC WATER PIPED INTO DWELLING, 2003 AND 2009

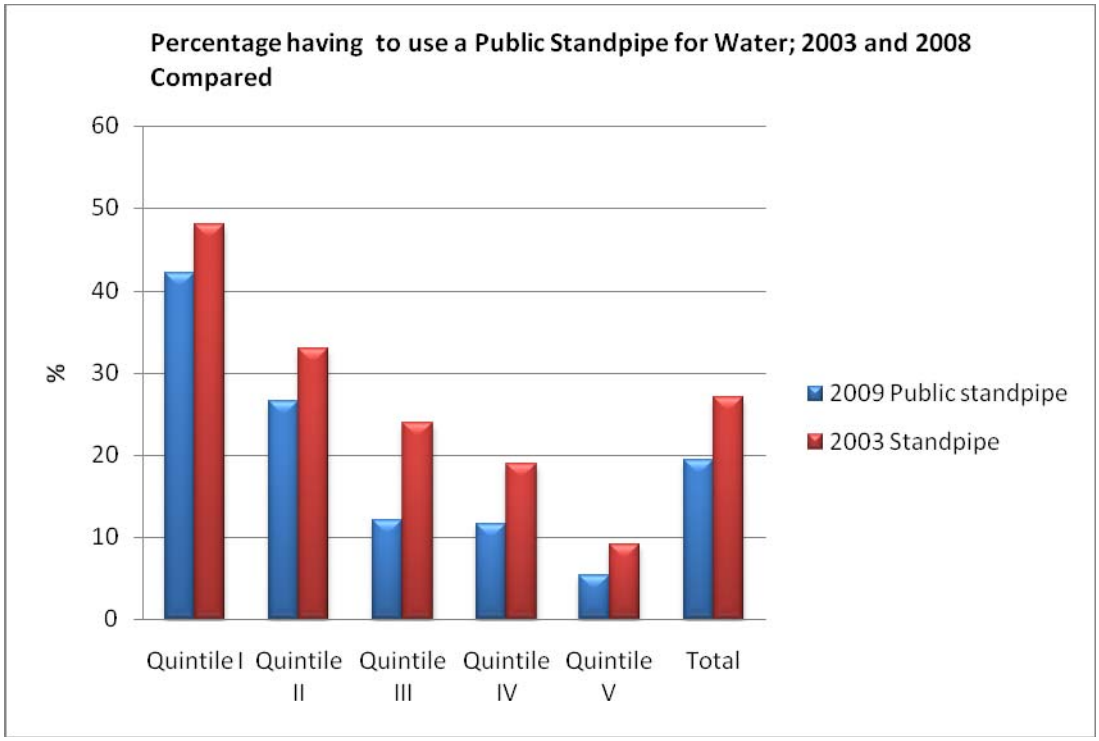

FIGURE 10.4: PERCENTAGE HAVING TO USE A PUBLIC STANDPIPE FOR WATER, 2003 AND 2009.

Table 10.11 shows the number of days households had water in their taps.

TABLE 10.11: DAYS HAVING WATER IN TAP PAST WEEK BY QUINTILES (PERCENT)

	Household Quintiles					
	I	II	III	IV	V	Total
Average Days With Water in Tap	%	%	%	%	%	%
None	57.5	30.3	21.2	13.7	14.1	27.2
One	0.6	0.0	0.7	1.4	2.5	1.0
Two	0.0	1.0	1.9	0.0	1.4	0.9
Three	0.5	1.2	1.2	1.1	1.4	1.1
Four	1.7	0.7	1.3	3.6	1.2	1.7
Five	2.9	0.7	4.2	4.2	3.4	3.1
Six	2.6	3.6	2.6	3.3	10.7	4.6
Seven	20.7	41.9	51.0	60.8	51.8	45.3
Don't Know	5.4	10.1	7.5	10.7	7.4	8.2
Not Stated	8.1	10.5	8.4	1.2	6.3	6.9
Total (%)	100.0	100.0	100.0	100.0	100.0	100.0
Total (N)	4,723	4,667	4,806	4,807	4,845	23,849

It should be noted however, that nationally, 45.3 percent of households had access to a potable supply seven days per week, and there seemed to have been some disparity in access among the parishes, with only Roseau, the rest of St. George, St. Luke and St. Paul having a majority of households with access seven days per week. This can be seen in Table 10.12.

TABLE 10.12: DAYS HAVING WATER IN TAP PAST WEEK BY PARISH (PERCENT)

Average Days With Water in Tap	Parish of Residence											
	City of Roseau	Rest of St. George	St. John	St. Peter	St. Joseph	St. Paul	St. Luke	St. Mark	St. Patrick	St. David	St. Andrew	Total
	%	%	%	%	%	%	%	%	%	%	%	%
None	10.8	16.1	18.2	28.2	49.3	24.5	20.8	32.6	25.6	54.4	33.1	27.2
One	1.3	.0	.0	.0	.0	1.0	.0	.0	4.4	.0	.8	1.0
Two	.6	.0	3.0	2.6	.0	.0	.0	.0	.0	3.8	.0	.9
Three	.6	.0	.0	5.1	1.4	1.0	.0	.0	.0	2.5	2.3	1.1
Four	.6	.0	1.5	20.5	1.4	1.0	.0	.0	.0	2.5	3.1	1.7
Five	3.8	3.6	.0	12.8	5.6	.0	.0	2.3	8.9	.0	1.5	3.1
Six	1.3	5.4	9.1	2.6	2.8	6.1	6.3	9.3	5.6	7.6	1.5	4.6
Seven	63.1	55.4	47.0	7.7	26.8	54.1	72.9	48.8	34.4	17.7	48.5	45.3
Don't Know	12.7	5.4	18.2	10.3	9.9	4.1	.0	.0	8.9	6.3	3.1	8.2
Not Stated	5.1	14.3	3.0	10.3	2.8	8.2	.0	7.0	12.2	5.1	6.2	6.9
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

10.2.6 FUELS FOR COOKING AND LIGHTING

Gas/LPG/cooking gas was the main cooking fuel used by the majority of households (86.7%), the use of which however, increased with improved socio-economic status (Table 10.13).Wood, coal and kerosene were used by 12.4 percent of households and, as anticipated, their use declined as socio-economic status fell. Only those households in the two lowest quintiles reported that they did no cooking. In such cases the nutritional value of the meals eaten by these households' members is a cause for concern as some of the food eaten outside of the home offer very little in terms of nutritional value. 2.8 percent of households in the lowest quintile noted that they did no cooking.

There was some trend of a shift away from wood and coal to that of gas as from 2003 to 2009, the use of wood and coal declined from 18 percent of households (Table 10.14) to 12 percent of households, with the use of gas increasing by 7.7 percentage points. Figures 10.5 and 10.6 show the changes graphically.

TABLE 10.13: TYPE OF COOKING FUEL USED MOST BY QUINTILES (PERCENT)

	Household Quintiles					
	I	II	III	IV	V	Total
Main Cooking Fuel	%	%	%	%	%	%
Coal	4.6	4.0	1.7	2.6	0.0	2.6
Wood	23.6	7.9	7.9	2.5	5.4	9.4
Gas/LPG/Cooking gas	67.5	87.0	90.2	94.3	94.0	86.7
Kerosene	0.7	0.7	0.0	0.6	0.0	0.4
Electricity	0.6	0.0	0.3	0.0	0.6	0.3
No Cooking	2.8	0.3	0.0	0.0	0.0	0.6
Other	0.0	0.0	0.0	0.0	0.0	0.0
Total (%)	100.0	100.0	100.0	100.0	100.0	100.0
Total (N)	4,723	4,667	4,806	4,807	4,845	23,849

TABLE 10.14: MAIN TYPE OF COOKING FUEL BY QUINTILES (PERCENT)

	Household Quintiles					
	I	II	III	IV	V	Total
Main Cooking Fuel	%	%	%	%	%	%
Charcoal	10	8	4	2	1	5
Wood	26	14	16	7	0	13
Gas	58	76	74	89	96	79
Other	6	3	6	2	2	4
Total	100	100	100	100	100	100

Adapted from Caribbean Development Bank and Commonwealth of Dominica, Country Poverty Assessment Final Report Volume 2: Appendices

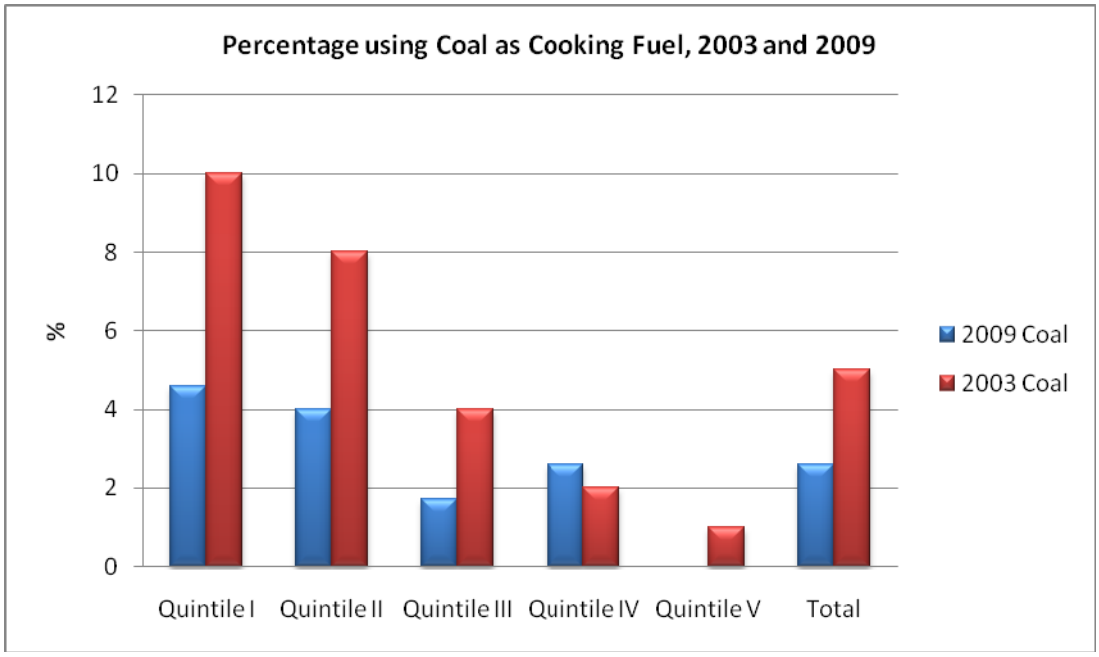

FIGURE 10.5: PERCENTAGE USING COAL AS COOKING FUEL, 2003 AND 2009

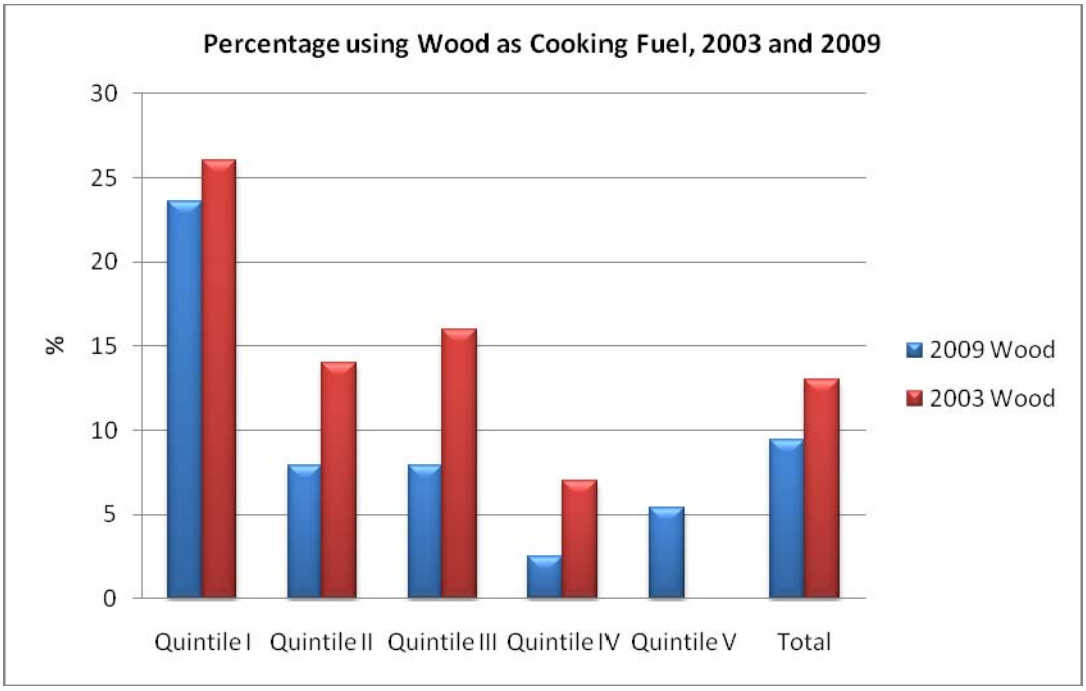

FIGURE 10.6 PERCENTAGE USING WOOD AS COOKING FUEL, 2003 AND 2009

Table 10.15 shows the type of lighting used by households. Irrespective of household consumption quintile, 90.9 percent used electricity as their main type of lighting with 2.2 percent of such households receiving electricity from a private source. As much as 4.9 percent of households in the poorest quintile admitted that they had no type of lighting system.

TABLE 10.15: TYPE OF LIGHTING USED BY QUINTILES (PERCENT)

	Household Quintiles					
	I	II	III	IV	V	Total
Type of Lighting	%	%	%	%	%	%
Gas	1.0	1.1	0.9	1.2	2.2	1.3
Kerosene	9.9	2.4	3.0	1.4	0.5	3.4
Electricity - Public	75.2	91.6	92.2	91.2	92.9	88.7
Electricity - Private Generator	1.8	0.9	1.2	3.1	3.8	2.2
Other	7.1	2.1	2.7	2.9	0.7	3.1
None	4.9	1.8	0.0	0.2	0.0	1.4
Not Stated	0.0	0.0	0.0	0.0	0.0	0.0
Total (%)	100.0	100.0	100.0	100.0	100.0	100.0
Total (N)	4,723	4,667	4,806	4,807	4,845	23,849

The majority of homes (73%) were built in the period 2000 or earlier with 8.7 percent of households reporting that their dwelling was built during the period 2001 to 2009. As much as 17.8 percent of households did not know the year in which their dwelling was built and this may be due to the fact that they do not own the dwelling they currently reside in. Most importantly, in respect of dwellings built since 1996, the lowest quintile had the smallest percentage of their homes constructed since that time – 11.8 percent as compared to 21.0 percent for the highest quintile. The lowest among other quintiles was 15.0 percent, namely the fourth quintile.

While the housing programme may be targeted at persons in lower incomes, there remains a challenge in providing for the housing needs of the poorest in society: it might still have been the case that those in middle income groups were the more likely beneficiaries of initiatives to provide housing at subsidised costs to the population. Table 10.16 provides the distribution of dwellings by year of construction for the respective quintiles.

TABLE 10.16: YEAR DWELLING BUILT BY QUINTILES (PERCENT)

	Household Quintiles					
	I	II	III	IV	V	Total
Year Dwelling Built	%	%	%	%	%	%
Before 1970	17.9	21.1	17.4	19.4	18.4	18.8
1970 - 1979	9.5	9.5	13.2	16.7	13.9	12.6
1980 - 1989	31.7	16.8	20.8	20.1	23.1	22.5
1990 - 1995	9.4	8.9	13.9	11.9	11.3	11.1
1996 - 2000	7.2	7.6	9.5	6.4	9.5	8.0
2001	0.6	1.4	1.1	0.7	2.9	1.3
2002	0.0	1.2	0.9	1.7	4.2	1.6
2003	1.2	0.7	1.8	0.7	.6	1.0
2004	1.2	1.3	2.0	2.8	1.6	1.8
2005	0.0	0.0	1.0	0.7	1.6	0.7
2006	0.0	2.1	0.8	0.9	0.0	0.8
2007	1.0	3.3	0.7	0.0	0.0	1.0
2008	0.6	0.0	0.0	1.8	0.6	0.6
2009	0.0	0.5	0.0	0.0	0.0	0.1
Don't Know	18.4	25.3	16.9	16.2	12.4	17.8
Not Stated	1.2	0.2	0.0	0.0	0.0	0.3
Total	100.0	100.0	100.0	100.0	100.0	100.0

In sum, there has been some improvement on housing conditions over the period 2003 2009. In such areas as access to safe toilet facilities, and potable water supply, conditions have improved. Also there is less use of wood and charcoal, with implications for protection of forests. On the other hand, while the Government has invested heavily in the expansion of the housing infrastructure and considerable assistance has been provided to low income households (e.g., Squatter regularisation and assistance to the elderly), there remains a major challenge in raising the quality of construction for large numbers of the lowest income groups in the society.

CHAPTER ELEVEN: SELECTED CROSS-CUTTING FACTORS AND LIVING CONDITIONS

Economic and social conditions that have been established at the level of the individual, household or community are determined by a range of factors. Poverty assessment naturally leads to the examination of determinants and to the differentiation of cause and effect. Inevitably, even when it is possible to identify causes, the impact of circular causation cannot be ruled out in any example of the incidence of poverty. This chapter examines some of the key cross-cutting issues that influence the nature of poverty in Dominica. Five of these have been selected:

- Taxes and transfers
- Agricultural diversification
- Gender
- The environment
- The Underground Economy

11.1 TAXES AND TRANSFERS

The Government of Dominica adopted a poverty reduction strategy following the first poverty assessment done in 2003. While there has been a heavy development focus in its interventions through such measures as the investment in education, and expansion of the physical infrastructure with a view to creating conditions favourable for private sector investment, there has been a substantial element of transfer income and benefits that the Government has had to provide.

Given the high level of poverty and indigence that was found in the last study, there would have been a large number of individuals who required basic support just to maintain bodily health – old age pensions for the elderly, and public assistance for those who have no means of support and are unable to work. There are some provisions that may have a transfer component in the short-term but have developmental implications. Thus, the support provided by the Education Trust Fund by way of grants for uniforms allows poorer children to attend school, thereby permitting them a good opportunity to complete their education with the potential that this provides for their escaping poverty.

The descent into poverty was traumatic to a large section of the farming community as a result of the fall-out from the reduction in preferential treatment of banana exports to the EU. Farmers who were once engaged in banana production and could support themselves with pride from their own exertions found themselves reduced to seeking

assistance from the state and other agencies. Persons who are forced to rely on transfers suffer psychologically and the community rues the fact that they:

> *"...now depend on Dominica Social Investment Fund (DSIF), Christian Children's Fund, Education Trust Fund, etc…for assistance in school transportation, books, etc."*

The social expenditure budget of the Government is determined almost entirely by the level of recurrent revenue. There are very few areas where the Government can expect to receive funding for its current expenditures. However, the capacity of the Government to raise revenue depends on the structure of the tax system and elasticity of the various taxes to the growth of the economy. The most recent data suggest that there has been an increase in the tax take, partly as a result of the introduction of the Value Added Tax. Such a tax is basically regressive in that it takes equally from the poor and the better off, for every dollar spent on an item subject to VAT.

On the other hand, if increased revenues to the Government provide the opportunity for increased social spending and for transfers that are weighted in favour of the poor, then the final impact of the VAT need not be regressive, especially since with the VAT, the Government may gain access indirectly to taxes on the income and resources of the rich, that might not have been possible otherwise.

Public assistance is not expected to be permanent, but the offices of the Social Welfare Division are not computerised and are unable to effectively establish when those on public assistance need to be graduated out of the various programmes. There were rumoured to be cases of persons who were in receipt of public assistance as children and continue to do so in that capacity, while securing public assistance benefits for their own children.

At the same time, there were cases noted in the PPA when respondents complained of not being able to get assistance despite their obvious qualification for support, given their parlous circumstances.

> *"Education Trust Fund could give a little more help."*
> *"They assist those who can already afford. Those who need the assistance never get it."*
> *"I have seven children I am unemployed and yet I don't get any assistance from "Welfare."*
> *"I went to Welfare for some help they tell me they coming, up to now I still waiting."*
> *"We trying but we not getting help from the government."*
> *"Welfare must learn to give public assistance on time."*
> *"Some people who need assistance do not know about the organization."*

On the basis of both the PPA and the SLC, there is evidence that the poor may need to be assisted in the short-term with transfers. Schoolgirls should not have to have a 'bomb' to secure supplies for their Home Economics class. People who have not been able to find work for twelve or more months may need assistance, but this need not result in the state entrenching a dependency mode among beneficiaries. Conditional cash transfers linked to work and training may be necessary.

There is need to ensure that the transfer budget bears some relationship to the size of the problem of structural poverty, at the same time that the tax take is not so onerous that it becomes a disincentive to investment and to effort. On the other hand, the transfer system, while providing ultimate social protection, has to avoid moral hazard problems, by encouraging poorer people to seek to qualify for support rather than their focusing on socially acceptable initiatives to escape poverty.

This is a challenging task in social services delivery and in the provision of transfers, but the elements discussed above should provide the framework within which the Division of Social Welfare, the Ministry of Finance and other stakeholders, including NGOs, should engage in the review of transfers within the limits set by the tax capacity of the country. There is need for adequacy in the transfer budget to address immediately the challenges posed by those who need immediate transport but there is need as well to empower as many as possible to save themselves by their own exertions. The matter of conditional transfers will need to be addressed here.

11.2 AGRICULTURAL DIVERSIFICATION

Dominica, like the rest of the Windward Islands, has long made agricultural diversification a major goal of public policy. The institutional requirements for such a transition might not have been fully recognized. The east of Dominica is now one of the poorest parts of the country. Residents report on the collapse of banana production and what this has accounted for poverty in large swathes of the rural community.

This has been the trigger for the most recent rural urban flight. Rural poverty is reflected in decrepitude in rural communities and a growing sense of hopelessness reported in the PPA. Urban poverty is a growing phenomenon. Ghetto-like conditions are expanding in locations like Gutter and Tarish Pit, with attendant social problems of drug peddling and other evidence of social dissonance, as the urban economy and the economy in general fail to provide enough expansion in employment to absorb labour made idle by the decline in the Banana Industry.

Meanwhile, the Ministry of Agriculture has not achieved the level of installed technical capacity such that its extension and other services can provide the support needed for each new crop that is targeted in the diversification process, as the Banana Industry enjoyed in its key day. It could not be argued that the services in respect of plant propagation, extension, pest control and marketing for mango or avocado approximate what the Banana Board and WINBAN offered to the Farmers engaged in banana production. While Fair Trade has helped considerably, in respect of supporting systems, there is a recognition of institutional under- capacity including by the Authorities in the Ministry of Agriculture itself, as was evident in the IA.

Whatever the changes that might come in the new dispensation anticipated with the conversion of WIBDECO to WINFRESH, there was not much evidence of institutional support that the farming community could point to as effective assistance for the diversification of crops. There was little that could be relied on to assist in the difficult transition from a crop that yielded income almost weekly to a mix of alternatives that were to be part of the diversification thrust. Fair Trade might have been the only small beacon of hope.

The tepid nature of diversification process creates the risk not only of exacerbating poverty but also of reducing the acreages in agriculture and of even the abandonment of productive land. This has implications for a country which will need to depend for much of the foreseeable future on the potential offered by its agricultural land. There is evidence also that in some communities land is being alienated to non-nationals seeking to establish holiday homes or retirement homes on the island.

Rich foreigners with considerable discretionary income and wealth are better placed to dictate the value of land that is in a stalled agricultural sector, even though the longer term, income generating capacity and social benefit of such lands in terms of their agricultural potential and related income and employment may outweigh the private benefit to a farmer who disposes of his/her land. In effect, the hard choices to be made in support of agricultural diversification have not been broached in a framework that is adequate to establish for the society at large the full social costs and benefits of the lack of diversification to date.

The policy framework and the implementation capacity of the country in one area – diversification of agriculture – cuts across a range of social and economic phenomena in the society, including land reform, urban planning, employment creation in the non-agricultural sector, control of crime, and provision of social services.

11.3 GENDER

As obtains elsewhere in the Region, there are distinct gender roles defined by society which dictate relationships in the household, the community, and the wider economy and society. The data from the PPA suggest that females are responsible for the nurturing functions and for the maintenance of the home, while males are expected to 'help', but the discharge of any such responsibility is optional. Males are seen as the primary worker and breadwinner to the family unit. In the context of societal expectations, men are required to provide for their female partners and their children.

11.3.1 LABOUR MARKET DIMENISION

The sociological delineation of gender roles has to be seen in the context of the changes taking place in the labour market and the nature of the employment it creates. An underlying segmentation of the labour market has subsisted. The IA establishes that in Banana Agriculture there were tasks performed by men and others performed by women, with differential rewards therefrom. As employment opportunities for both men and women dried up in banana agriculture, both shifted from elementary occupations in which they were employed to other elementary occupations; men as labourers in construction, and women into own-account work in distribution or to a more limited extent in the hotel industry, to the extent that this was growing or emerging. Both males and females in the lowest quintiles faced much higher unemployment than the national average.

There were some islands of employment where reasonable incomes were paid. Some of those jobs would have been in the public sector or in the private or corporate sectors, that were organised as part of the bargaining units of trade unions. Women who secured good educational qualifications could escape poverty through employment in the public service, along with men equally endowed with educational qualifications. Even though there might be some tendency to gender segmentation here also, at least women would not have been locked out of decent jobs where educational certificates carry considerable weight in job placement.

There are acute gender ramifications on intra-family relations and on male-female relations deriving from this reality, which might be missed in the focus on the poverty statistics. The relationship between poor men and poor women is likely to be characteristically different to that between better-off men and better-off women, and between better-off men and poor women.

Poor women were acutely aware of the dominance and power exercised by men generally and better-off men in particular, over them.

> *"You are going to be used by the big fellas".*

The 'big fellas' could exact sexual favours, at will. However, given that 'small fellas' might still have higher income-earning potential and more opportunities than poor women in the labour market, they too might exercise occasional dominance when income advantage allowed.

Poor men might experience difficulty in maintaining long-term relationships. Poverty places them in an invidious situation. In an economy that fails to provide employment on the scale and with the incomes necessary to allow them to discharge the function of breadwinner, tensions emerge at the household level and in the relationships between men and women, and in their perceptions of one another.

> *"When I lost my job as a teacher my girlfriend left me because I was unable to meet her needs to match that of her friends."*
>
> *"When you poor they do not stay."*
>
> *"Some women will not come if you don't have a dollar or a piece of food."*
>
> *"When I go home and I have no money to buy things my wife gets angry."*
>
> *"I feel ashamed and embarrassed because my women deserted me."*
>
> *"Another man took away my woman because I cannot provide for her."*

The desperation can lead to negative behaviours which in turn worsens the intra-family relations, or prompts men to engage in activities that put them at risk of committing crimes and of being arraigned.

> *"Make me feel like I want to kill."*
>
> *"I might end up killing myself you understand."*
>
> *"Some just go by the shop and drink rum and drunk to release the stress."*
>
> *"People start to steal and do things to get money."*
>
> *"Sell dope... I am a dope king."*
>
> *"I am not happy, no job, no work, I cannot feed my children."*
>
> *"I do not feel happy at all, I just can't sleep, I feel like I blowing up."*

The man in Tarish Pit who ends up in prison in Guadeloupe, might have felt that a quick buck could be made there before returning to Dominica. Caught stealing and in prison in Guadeloupe, the mother of his children facing unemployment in Dominica, seeks help from Social Welfare but supplements this with transactional sex.

In the case study of Gloria with the eight children, the boyfriend falls victim to alcohol, to which he might have turned as an escape from his own incapacity. He turns up at home on time to demand his share of the funds from Social Welfare, his rationale being that in fathering children by Gloria, he had helped her to qualify for a regular source of income. He was entitled to a share.

The Social Welfare Department in recognition of the gender distribution of responsibility would provide assistance to poor women, but not to poor men.

Men remain in visiting relations, and the SLC data confirms the high prevalence of visiting relations. Not being able to provide, men avoid living with their womenfolk.

> *"I living by my mother still."*

The women have children and remain 'single', but as the SLC shows, more children are born to poorer women, many of whom are 'single'. They have the final responsibility for providing for their children, through finding ways of extracting support from the fathers of their children or from other men, through transactional sex or by getting involved themselves in the drug trade.

> *"You are a single mother, you have children, you don't have a job so you do some drugs to make a living."*
>
> *"Women become thieves or victims of thieves."*
>
> *"Poverty contributes to prostitution and drug trafficking."*
>
> *"They get involved in drugs, sex and prostitution."*
>
> *"Twenty dollars for sex, you know."*

When their daughters are old enough, they are not averse to their relying on help from boyfriends. In effect, then, there is an institutionalisation of transactional sex as a coping strategy, with girls becoming involved at an early age and the pattern becoming well accepted among poverty stricken sections of the society.

> *"Go and sell what God gave you to get money for the exam."*
>
> *"Some young men would approach you to have a relationship because they can offer you a shoes, money, and hook you up."*

A recent study sponsored by UNICEF reports that in some forty-eight focus groups, there was an acceptance as 'social reality' the condoning by mothers of transactional sexual abuse of girls as a supplement to family income.[24]

At the same time, early sexual activity puts girls at risk of early pregnancy which explains why so many births are to women in their teenage years, and even to girls under fifteen years of age. Seeing the difficulty that their mothers face, some girls attempt to make it on their own from very early.

---

[24] Jones, A.D., and Trotman Jemmott, E., Child Sexual Abuse in the Eastern Caribbean: Issues for Dominica, UNICEF, 2009: p. 52.

> *"After that when I see that I put myself out and go and make children, put myself in life and go and make children. When I get my first child I was 14 years you know?"*

With the practice well institutionalised, there were no cases mentioned in the PPA of men being arrested for having sexual relations with minors.

Young men in the poor communities recognise that the difficulty faced by those in older age cohorts and resign themselves to conditions.

> *"The youth is being sidetracked."*
>
> *"Unemployment, the cocaine men; people are idle that's when they go into drugs."*
>
> *"I look at the young boys not taking an interest in their schooling and what you will find is that there will be no men in the future, no man to really lead the way, to take their responsibilities as husbands or leaders of the community."*

In spite of the presence of a number of institutions that engage intervention strategies to provide support to poor women, or young girls and their children, the engendered nature of the segmented labour market has the capacity to keep the cycle of poverty recurring form one generation to another. Even where poorer women may have access to the resources to overcome poverty, they may face other handicaps.

Women with their own agricultural plots reported not receiving the same level of assistance by the way of extension services from the Ministry of Agriculture because they are women. When they own lands in their own name, they seem to insist on maintaining a division of income between what they earn from their own efforts in agriculture from that of their menfolk who may have holdings as well. This is clearly a precautionary saving and investment motive on their part in the context of the rewards of the economic system.

11.4 ENVIRONMENT

11.4.1 WHOLE SYSTEM RISKS

Dominica is a highly vulnerable country by any standard. It is the location of most of the active volcanoes in the Eastern Caribbean. The most recent earthquake in Haiti, and the regular tremors experienced in the country are a reminder that Dominica's location in the Caribbean makes it vulnerable to shifting of the tectonic plates between the Caribbean Sea and the Atlantic Ocean. The certainty of global warming and the consequential impact of this in terms of sea-rise, suggests that sea erosion to which the country is subject is going to worsen.

Thus, the country faces some whole-system environmental risks. Although its elevation in most areas suggests that there is no risk of its being submerged in the way the Maldives might be, large scale evacuation of parts of the island cannot be ruled out: the Montserrat experience therefore might be instructive. The Government of Dominica cannot be oblivions to these risks and had to take this challenge on board in its physical planning process, such that there are suitable facilities located in different parts of the island, at which large groups of the population can be mustered in the short- to medium-term, possibly in larger camp sites and with suitable building infrastructure. All sections of the society are involved, and allocations from the tax system should be configured to ensure the most equitable arrangement in the treatment of such costs, which cut right across the society and include all social groups.

11.4.2 ECONOMIC EXPLOITATION OF RESOURCES

There are a number of cross-cutting issues to be addressed in the exploitation of natural resources. Two of these are addressed here: quarrying and use of chemicals in agriculture. Given the limited range of goods and services that the country generates for exports, it is inevitable that the increasing demand for its quarrying material will be welcome. In the course of the IA, the serious damage that this has done to the fisheries sector has been identified.

The Fisheries Sector is also one of the few bright spots in terms of the income, and employment that can be generated in addition to the contribution of the sector to food security. The trade-off between quarrying and royalties earned from this subsector has to be juxtaposed against the contribution of the Fisheries Sector in terms of the gains to communities, households and the nation as a whole. It is not obvious that this trade-off is being regularly reviewed, and/or that mitigation measures are being firmly established or instituted to prevent impacts that directly concern poorer people in the society.

The decline in the banana industry and the reduced use of pesticides offer the possibility of Dominica embracing organic agriculture as a niche in every type of agricultural product or produce that it seeks to use for its diversification process. The island is already branded the nature island for tourism purposes. The brand can be extended to include the agricultural products to be developed in securing new export markets. The research and development activity and the base of better-trained farmers and extension service officers that will be needed to pursue the relevant programmes require a framework of planning and institutional support that cuts across not only agriculture, but human resource development, provision of incentives, establishment of standard-setting agencies, development of science and technology education at the secondary school system, let alone a wider social sensitivity to technical problems involved in maintaining a safe and clean environment. There will also be need for access to highly

specialised information and knowledge for example in the matter of the selection and application of biological controls. Again this is a cross-cutting issue that is hardly mooted when the appeal of diversification and the development of niche market agriculture is discussed at policy level.

11.5 THE UNDERGROUND ECONOMY AND POVERTY

The PPA has established the growing proclivity of people in poorer communities to resort to activities in the underground economy to make ends meet, and as a coping mechanism. Moreover, with such activities institutionalised, the earning of income in activities that provide quick returns and, in some cases, high levels of gratification, the requirements in building productive industry are severely compromised. While not all of those who resort to the underground earn high incomes and can achieve high material standards, there is a lottery phenomenon at work. In other words, there may be a guarantee of some minimum level of income, in addition to the fact that with the right luck of the draw the individual entrant may be just the one to strike it rich and earn super profits which can be announced in all forms of conspicuous consumption evident among the few precursors that have done well. Among males, this is evident in flashy cars, jewellery and access to the presumably most attractive women in the social class. The latter, in turn, are guaranteed similarly high material standards in terms of jewellery, clothing, etcetera as kept women of drug lords.

This is not the environment that is conducive to the preparation of knowledge workers, and top-flight entrepreneurs capable of providing goods and services that can be competitive in international markets for socially approved products and services. Indeed, the entrepreneurship is directed at activity that is inimical to economic and social development.

The failure of the country to generate productive goods and services to absorb its growing labour force, the entrapment of many young people in poverty, the weakness of its security services vis-à-vis the international narco-trafficking industry and porosity of its borders, all conspire to render nugatory much of the investment being made in secondary education in the country. The net result is that the development of the longer-term strategic resource of a knowledge-empowered workforce is impaired and the country runs the risk of remaining trapped in a low cycle equilibrium of structural poverty.

In sum, the study has shown that there are a number of cross-cutting issues requiring sensitive intervention strategies to overcome poverty in the country. Behind the findings reflected in estimates of poverty are some highly complex problems of social and economic development.

CHAPTER TWELVE: SUMMATIVE OVERVIEW OF LIVING CONDITIONS

The CPA conducted at the beginning of the first decade of this century established that Dominica had high levels of poverty. It was estimated that 29 percent of households, and 40 percent of the population were poor. Some 10 percent of households were indigent or very poor. Moreover, about 75 percent of poor households were in rural areas. Poverty was much higher among the Carib community, at 70 percent, and almost half were indigent. Other findings were that 70 percent of poor households had children, poor households were subject to much higher unemployment, and attained much lower educational levels than the non-poor.

The 2009/2009 CPA established that although Dominica had high levels of poverty, there had been some improvement in the poverty indicators since the last CPA was conducted in 2003[25]. In 2009, it was estimated that 28.8 percent of the population was "poor", which was a significant reduction from the estimated 40 percent poor in 2003. The level of indigence or extreme poverty had also been drastically reduced, from 10 percent in 2003 to 3.1 percent in 2009. While vulnerability was not quantified in 2003, the 2009 survey revealed that it was 11.5 percent.

Additionally, changes in the conditions of the most marginalised groups also lend credence to the perception that living conditions have improved. The Carib population had the highest rate of poverty in 2003 (70 percent), but this had fallen to 49.8 percent in 2009. Conversely, children and youth accounted for 52.1 percent of the poor in 2009, which had not changed from 2003. Additionally, the Gini Coefficient was estimated at 0.44, in 2009, compared to 0.35 in 2003, indicating a shift towards greater disparity of income distribution in Dominica.

In 2003, the main cause of poverty identified was the shrinking of the economy which led to high levels of unemployment and underemployment, precipitated mainly by the collapse of the banana industry, the stagnation of other sectors, and the reduction in government expenditure. This was the ultimate cause of poverty. Proximate causes were:

- The abandonment of the elderly;
- Increasing pressure on men, some of whom resort to migration from their communities or from Dominica, while others succumbed to drug abuse and/or turned to crime and violence;
- Increasing pressures on women to seek employment while expected to be fully responsible to discharge the nurturing function and domestic duties; and

[25] Due regard is given here to the difference in methodology. The measurement of indigence in both studies, however, would have been very similar.

- Teenage pregnancy.

In such circumstances, the poor had resorted to a range of survival strategies including:

- Seeking employment in Roseau and abroad;
- Engaging in multiple jobs, usually of a menial nature and thus poorly paid;
- Greater reliance on family members abroad, or living elsewhere in Dominica;
- Greater dependence on support from Government, NGOs, churches, neighbours and friends;
- Non-payment of utility bills; and
- Reliance on subsistence food production.

The challenge of adjusting to the collapse of the banana industry and finding competitive and sustainable alternatives for economic diversification has been highlighted as the contextual setting of living conditions in Dominica in 2009.

The 2003 study did identify some positive factors, which suggested that conditions were not entirely bleak. The more noteworthy were the following:

- In over 66 percent of households, there was one person working;
- Some 75 percent of the cohort 15-19 from poor households had attended secondary school;
- The state of health was good, with good indicators on infant mortality; birth weights of babies, the incidence of infectious diseases, and life expectancy;
- The poor had access to some basic amenities – pipe-borne water, electricity and households durables like refrigerators and television sets; and
- The poor in rural areas grew their own food and, given the close-knit nature of rural communities, could rely on mutuality of support, and traditional customs of sharing.

In 2009, 86 percent of the population was employed, but 74.1 percent of the poor were identified as the "working poor". Although enrolment and attendance rates were found to be high, the level of educational attainment was relatively low; just under 30 percent of individuals aged 16 and over had achieved up to secondary education. The state of health remained satisfactory, but approximately 17.6 percent of persons reported suffering with chronic lifestyle diseases. The poor had increased access to basic amenities compared to 2003, and the general standard of housing had been improved.

The 2003 report suggested, however, that there were trying times ahead, given the economic prospects that the country faced then, and predicted that the poverty situation

would worsen. The increase in poverty seemed inevitable. The key to poverty reduction was the stimulation of employment, and the maintenance of the physical and social infrastructure. The outlook on economic prospects was comparable to 2009. While the world economic outlook was expected to be optimistic in 2010, the economy of Dominica would continue to face significant challenges while the economies of its main trading partners continued to recover.

The report predicted that employment creation was going to be a most difficult task and required a successful mix of investment, entrepreneurship, identification of local opportunities and opening of regional and international markets for goods and services of Dominica. At the same time as developmental initiatives were to be promoted, supportive programmes needed to be sustained in favour of the poor and vulnerable, including such measures as school-feeding, the Education Trust Fund, the Christian Children Fund and the Textbook Scheme.

In addition to the creation of employment and the adjustment of existing programmes that provided relief to the poor, the study proposed the elaboration of measures targeting potential causes of future impoverishment together with improved targeting and reduction of overlaps between and among Government agencies, NGOs and Community-based Organisations.

The latter years of the first decade witnessed attempts by the Government to stabilise the economy, contain the debt, expand the social and physical infrastructure, and prioritise within its resource limitations, those new initiatives that could yield most by way of poverty reduction.

The PPA, IA and SLC conducted in respect of the CPA have provided us with some important findings which point to the level of success achieved by the Government in poverty reduction in the latter half of the decade just ended. The PPA was conducted in twelve poorer communities, and relies largely on the observations made by residents themselves about their own condition. Volume 2 documents fully the findings of the PPA. Table 12.1 lists the poverty alleviation initiatives that the residents of the communities identified, while Table 12.2 identifies the needs as seen by the communities, and Table 12.3 documents the number of institutions noted by residents, the general nature of their interventions and the most beneficial among them.

TABLE 12.1: SOME POVERTY ALLEVIATION INITIATIVES

Community	What Has Been/Is Being Done
Bellevue Chopin	Bus shelter, school yard paved, improved network, improved water supply, agri-tourism project, training young people as tour guides,
Carib territory	Assistance for elderly and sick, Child development centre, cray fisher platform, road construction, government housing programme, house repairs, school bus, free text books and uniforms for children, boat building,
Dubique	Resource centre, road improvement, skills training programme
Fabre/St. Jean	Road improvement
Gutter/Tarish Pit	Refurbishing of public bath and wash area, resource centre
Penville	More houses built, work in construction in Portsmouth
Petite Soufriere/ Sans Sauveur/Good Hope	Computer resource and internet centre, computer classes, road constructed, school bus
Roseau	Access to facilities and education programmes in the city
Salisbury	Improved housing
Silver Lake	Development of girls' rounders team, development of some sporting and cultural activities, building of public toilet
Soufriere/Scotttshead/Galleon	Dam cleaned monthly, housing programme, small business development, improved transportation, fishermen investing in new boats, assistance for school children
Woodford Hill	Monthly allowance to less fortunate, assistance to school children with provision of text books, transportation and examination fees

TABLE 12.2: COMMUNITY NEEDS

COMMUNITIES	NEEDS
Bellevue Chopin	Basic necessities, access to land, proper housing, higher incomes, more education,
Carib Territory	Jobs for youth, more access to credit, better care for the physically challenged, better garbage disposal, better drainage and disposal of water waste, better toilet facilities, better use of the health facility, a dental service, more involvement of the Carib Chief and the Ministry of Carib Affairs in the development of the community
Dubique	Creation and availability of more jobs, better housing, improved infrastructure, technical and vocational skills training programmes for males and females, Restructure the Village Improvement Committee, Access to land, Continuing education for dropouts, Family life education, counselling for adults and youth, Completion of resource centre, implementation of micro projects
Fabre/St. Jean	More available land, more access to land, better infrastructure, more employment, more education, skills training, more sale for Bay Oil, to lower the degree of poverty and deprivation
Gutter/Tarish Pit	More employment, skills training programmes, better recreational facilities, counselling for children, increased public assistance and "give it on time", organizations working in the community to do more, concrete slab across the ravine, a summer programme for children, planned parenthood programme taken to high schools, support cleaning of the ravine
Penville	A nurse to be available every day, more visits by the doctor, medication to be available in the health centre, better toilet facilities, public cemetery, bus stop, better recreational facilities, adult education programmes, money
Petite Soufriere/San Sauveur/Good Hope	Make electricity more affordable, better toilet facilities, better garbage disposal, better drainage, public toilet, more visits by the Environmental Health Officer, improved personal hygiene, money for playing field, more assistance to the elderly, markets for agricultural produce
Roseau	Remove VAT from food, price control, increase in police presence, school attendance officers, litter wardens to be more visible, regularize times of garbage collection, get rid of stray dogs, Compulsory health insurance
Salisbury	Roads repaired, maintenance of feeder roads, more youth groups, a village council, community centre, improved water system, more jobs, covering for green house farmers
Silver Lake	Money, more job opportunities, better housing, public toilets, more street lights, wall along the river to protect houses, more stand pipes, a fire hydrant, community centre, school bus, bus shelter, better playing field, more assistance from welfare department and other agencies, more visits from Social Workers, skills training programme for youth, adult education and literacy programmes, parenting programmes, HIV/AIDS and drug prevention programmes, more visits by the Parliamentary Representative
Soufriere/Scottshead/Galleon	More jobs for youth, skill training facility, recreational facilities, better houses, in Galleon, improved road network, more adult education programmes, remove VAT on prescription drugs, better relationship between the Council and the community
Woodford Hill	Create employment, community/resource centre, income generating programmes, day care centre for the elderly, sessions on healthy lifestyles and eating habits, increased police patrol, inclusion in the housing revolution project

TABLE 12.3: TYPES OF INSTITUTIONS AND ORGANIZATIONS BY COMMUNITY

Community	Developmental	Preventative	Remedial	Supportive	Most Beneficial
Bellevue/Chopin	5	2	3	3	Churches, Village Council
Carib Territory	9	4	5	16	Christian Children's Fund
Dubique	5	1	2	4	Educational Trust Fund Christian Children Fund
Fabre/Fond St. Jean	3	-	1	4	Fisheries Cooperative Welfare Division
Gutter/Tarish Pit	3	4	6	3	Christian Children Fund, Cadet Corps, Welfare Department
Penville	6	5	4	9	Welfare Department Christian Children Fund, Churches
Petite Soufriere San Sauveur Good Hope	3	1		4	Christian Children Fund St. Vincent de Paul Society
Roseau Central	9	5	3	13	Christian Children Fund
Salisbury	6	3	10	5	St. Vincent de Paul Society
Silver Lake	2	3	1	6	St. Vincent de Paul Society Welfare Department
Soufriere Scottshead Galleon	6	6	5	6	St. Vincent de Paul Society
Woodford Hill	8	5	3	8	Education Trust Fund CCF

The IA was conducted on 49 organisations and institutions in Dominica. The full report on the IA can be seen in Volume 3. Tables 12.4, 12.5 and 12.6 list the interventions of some of these institutions in the economy, human resource development and in social development and welfare. The ratings are those of the Consultants in terms of their perceived efficacy of the agency in respect of the particular activity on a scale of 1 to 5, with 5 being the highest rating. In most cases, interviewees were prepared to rate their organisations. In many cases, the Consultants' rating agrees with the self-assessment.

TABLE 12.4: ECONOMIC SECTORS - ASSESSMENT OF INSTITUTIONAL EFFICACY

No.	Name Of Organisation	Primary Focus	Key Actions For Improving Quality Of Lives For Dominicans	Score
1.	Directorate of Planning	Developmental	Seeks to ensure that its budgeting of revenue and expenditure are pro poor in nature. There has also been a small business promotion thrust carried out by the Directorate.	4
2.	Public Sector Investment Programme (PSIP)	Developmental	Seeks to identify, prioritise and promotes investment projects which have major macroeconomic implications.	4
3.	Central Statistical Office (CSO)	Developmental	Main data collection agency whose work informs socio-economic policy.	4
4.	Fisheries Department	Developmental and Regulatory	Implements policy related to the Sector and has contributed to national food security and poverty reduction through several facilitative initiatives.	5
5.	Ministry of Tourism	Developmental	Seeks to diversify the tourism product; has provided complementary infrastructure for community based tourism in various parts of the island and implemented incentives for taxi operators.	4
6.	Tourism Sector Development Project	Developmental	Facilitates the development of tourism facilities in rural areas, the marketing of the destination and provides technical support to the Ministry of Tourism.	4
7.	The Cooperative Division	Developmental and Regulatory	Monitors and regulates the cooperative sector.	3.5
8.	Cooperative Credit Union League	Developmental and Regulatory	Advocates for the credit union sector.	4
9.	National Development Foundation	Developmental and Supportive	Provides business loans and promotes entrepreneurial development among poorer persons as well as larger and more established businesses.	3
10.	AID Bank	Developmental	Provides loans to most economic sectors as well as for mortgages and student loan purposes.	4
11	Dominica Essential Oils Association	Developmental	Engages in advocacy on behalf of members. Has tried to get Government to develop more coherent strategy to support industry in the face of disease and difficulty in international market, and seeks in more recent times, to assist members to make transition to other types of agriculture.	3

TABLE 12.5: HUMAN RESOURCE DEVELOPMENT - ASSESSMENT OF INSTITUTIONAL EFFICACY

No.	Name Of Organisation	Primary Focus	Key Actions For Improving Quality Of Lives For Dominicans	Score
1.	Ministry of Education, Human Resources Development, Sports and Youth Affairs	Developmental and Supportive	Has universal primary and secondary education with support mechanisms to ensure access such as a book rental programme as well as a school bus service.	3
2.	Education Trust Fund	Supportive	Assists parents who are experiencing difficulties in sending their children to school in the areas of textbooks, transportation and other school fees and charges; beneficiaries are determined based on means testing on an annual basis.	4
3.	Adult Education Division	Developmental and Remedial	Seeks to address literacy problems of adults within society.	3
4.	Documentation Centre and Library	Developmental	Provision of information and public records for the community, as well as library and internet access.	3.5
5.	Ministry of Health	Preventative, Supportive and Remedial	Is expected to provide primary and secondary health care services to the population. Limited assistance for tertiary health care services is also provided.	4
6.	HIV/AIDS Response Unit	Preventative and Supportive	Seeks to educate the population about safe sex practices through its preventative oriented initiatives in addition to response initiatives such as the supply of anti-retroviral drugs and nutrition related supplies.	4
7.	Health Promotions Unit	Preventative and Remedial	Undertakes health promotion activities which seek to empower persons to take full responsibility fir their health.	4

TABLE 12.6: SOCIAL DEVELOPMENT AND WELFARE - ASSESSMENT OF INSTITUTIONAL EFFICACY

No.	Name Of Organisation	Primary Focus	Key Actions For Improving Quality Of Lives For Grenadians	Score
1.	Dominica Social Investment Fund	Developmental and Remedial	Its primary purpose is to address the problems associated with poverty through various interventions some of which are income generating in nature.	5
2.	Basic Needs Trust Fund	Developmental and Supportive	Undertakes programmes which alleviate the issues faced by poorer communities and vulnerable groups in Dominica.	4
3.	Youth Department	Developmental	Mounts programmes which assist young people in developing their full potential; offers education programmes, life skills programmes, leadership programmes and training in various areas.	4
4.	National Youth Council	Developmental	Promotes youth development, by assisting youth groups across the island.	3.5
5.	Prisons	Supportive	Seeks to offer inmates with training programmes in carpentry, joinery, welding, leather craft, tailoring, auto-body painting, mechanics, animal husbandry and farming which would assist inmates in obtaining legal employment when they leave the prison.	3
6.	CALLS	Developmental	Mounts programmes to assist persons in reaching their full developmental potential.	5
	WAWU	Developmental, Supportive	Advocates for workers' rights , bargains for members, and seeks to upgrade them for improved participation in labour market	3.5
8.	Youth Quake	Developmental and Remedial	Offers rehabilitative opportunities for the vulnerable in society.	4
9.	Social Welfare Division	Developmental, Supportive and Remedial	Treats with the social needs of the indigent and vulnerable in society through its targeted programmes and grants.	3
10.	Carib Affairs Unit	Developmental, Supportive, Remedial and Preventative	Facilitates development among the Carib Community and mediates support of agencies of Central Government in the treatment of the requirements of the Community	4
11.	Legal Aid	Supportive	Provides subsidised legal aid services pertaining to social issues.	3.5
12.	Christian Children's Fund	Developmental, Supportive	Contributes to health and education of the population through its work with pre-schools and its immunisation.	4
13.	Home for the Elderly	Supportive	Provides care to elderly persons, however the home can only accommodate 14 residents.	3.5
14.	Dominica Council on Aging	Supportive	Advocates for agencies involved in the care of the elderly in Dominica.	3.5
15	Dominica Association of Disabled People	Supportive	Engages in advocacy for persons with disabilities in Dominica and sensitises the population about the rights and needs of persons with disabilities.	3.5
16.	Haitians for Christ Prayer Group	Supportive	Provides source of succour and support to Haitian migrants in face of social and economic challenges in Dominica.	3
17.	Red Cross	Preventative, Supportive	Sensitises the population in risk and disaster management; organises and mobilises support in times of disaster; and conducts work in the area of HIV/AIDS.	4
18.	Pointe Michel Village Council	Preventative, Supportive	Provides a model of community mobilisation and self-help in face of natural disaster. Engages in sensitisation of people of community to the requirements and approaches in face of disaster.	3.5

Table 12.7 seeks to summarise the findings on each instrument – PPA, SLC and IA. The juxtaposition of findings therefore, summarises the level of success in poverty reduction.

TABLE 12.7: DOMINICA POVERTY AND LIVING CONDITIONS – TRIANGULATION OF THE FINDINGS OF THE ASSESSMENT

Issues of Poverty and Living Conditions	SLC/HBS	Participatory Poverty Assessment	Institutional Assessment
Measured Poverty	• Poverty rate estimated at 28.8% and the annualised Poverty Line is estimated at EC$ 6,230. • Vulnerability rate estimated at 11.5% (Annualised Vulnerability Line estimated at EC$7,788. • Indigence rate estimated at 3.1%. • Annualised Indigence line estimated at EC$ 2,435. • The odds of being poor for households in St. Joseph are the highest followed by St. Patrick. St. Peter and St. Mark proved to be the least likely to be poor. • Children (persons aged 0-14) and youths (persons aged 15-24) together account for 52.1% of the poor. • 28.8% of all males were deemed to be poor, compared to 28.9% of all females. • The Gini Coefficient of inequality is 0.44.	• *"Anytime you not working you fall under the poverty line."*	• Public Sector Officials confirm impact of searing cuts in banana exports, reduction in number of banana farmers, difficulty in expanding other exports, decline in stay-over visitors.
Perceptions of Poverty	• 65% of household heads felt that conditions had worsened when compared to the previous year. • 44% of household heads in the poorest quintile rated themselves as being poor.	• There are mixed views on the presence of poverty which is demonstrated in the following quotes below. *"There is a lot of poverty in this island not only in Woodford Hill."* *"We do not have poverty in Tarish Pit."* *"The degrading part of poverty we don't have that in Penville."* *"Penville not poor."* *"Even if I can't provide three meals a day, I do not consider myself poor, no way!"* *"Even if we poor we do not want to show we poor."* *"I do not like to hear the word poor."* *"Less fortunate because 75% to 80% of the people have roof over their head compared to what I see on TV."* *"Not poor but unfortunate, there are communities that are poorer."*	• Farming population is aging, and most have less than five acres. • People now forced to depend on DSIF, Christian Children's Fund and Educational Trust Fund. • Decline in remittance income. • Construction workers returning from abroad- Anguilla and Antigua and Barbuda. • No. banana farmers: reduced to 1,000 from 6,000. • Unplanned development in urban areas, e.g. Bath Estate, Yam Piece. • Decline of Banana Industry has impacted producers, families and communities and villages. • Decline in bay oil industry affecting communities in the south-eastern part of the island.

Issues of Poverty and Living Conditions	SLC/HBS	Participatory Poverty Assessment	Institutional Assessment
Employment/ Unemployment	• Overall 13.9% of labour force participants were unemployed. • The unemployment rate in the poorest quintile was 27.8% and for quintile II the unemployment rate was 17.6%. • 74.1% of those who are deemed to be poor were employed (the working poor). • The male unemployment rate is 11.1% and female unemployment rate is 17.6%. • the Youth (persons aged 15-24) accounted for 36.4% of all unemployed persons • In the lowest quintile, 18% were engaged in elementary occupations. • 80.2% of households worked 35 hours and over on a weekly basis.	• Several residents noted employment as being a community need. • Access to job opportunities, jobs and employment were rated between very low and low in eight of the communities, and wages low to average in all. • Even males in their traditional role as breadwinner noted that unemployment has made this difficult: *"The man must provide for his family but unemployment has made it difficult."*	• Banana farmers and other self-employed now dependent on wage employment. • Short Term Employment Programme (STEP) important to households • Fair Trade, WINFA seeking niche market for farmers. • Fair Trade versus DBPL conflict and farmers suffer. • Fisheries Department expanding capacity for income and employment generation in fishing communities. • Community tourism allowing communities to have a stake in Tourism • Tourism Sector Development project making important contribution in income and employment.
Education	• School enrolment was almost universal with 97.5% of 5-9 year olds and 98.3% of 10-14 year olds enrolled in schools respectively. • Absenteeism (proportion of students missing at least one day of school in the reference week) was 2.3%	• Several men said that they had dreamed of being able to meet their basic needs and to be able to provide for their families, several also dreamed of furthering themselves, of obtaining a better education, and of becoming a professional. • Some persons mentioned missed educational opportunities: • *"I wanted a better education but my parents didn't have enough money to send me to school so I had to go to work to support my brothers and sisters and myself."* • *While others noted the importance education in affording persons the ability to move out of poverty and improving their living conditions:* • *"Education is the most important thing."* • *"Children need education in order to better themselves and do better than their mothers."* • *"Education important I don't want to see my children turn out like me."* • Many parents found it difficult to provide their children with what they needed in school:	• Adult education programme attracting women mainly. • Young men not participating in Adult Education in spite of lack of education and even of illiteracy. • The Centre Where Adolescents Can Learn to Love and Serve (CALLS) offers a programme to those persons 16 years and above in which the thrust is to help people attain their full potential through skills acquisition (construction) and psychological assistance.

Issues of Poverty and Living Conditions	SLC/HBS	Participatory Poverty Assessment	Institutional Assessment
		• *"Poverty affects my children because they can't get a good education. I doh have a computer and in order for my child to get good grades they work must be typed, but I don't have money for them to go in café. That is rich people can do that."* • Only in the Carib Territory was education rated low, and while in five communities it was rated average and in three it was rated high on the Wheel of Well Being.	
Access to Credit	• n/a	• *"Credit union should pass around to see the needs of the people."* • *"They should make more loans available."* • *"The interest too high."* • *"Credit facility is there but it not affordable.*	• Credit Unions help, but need SME focus. • National Development Foundation short on funding. • AID Bank seeks to assist SMEs, but cautious in light of difficulties faced by businesses in domestic economy.
Health/Chronic Diseases/HIV/AIDS	• Females were also more likely to report being ill than males: 38.9% of all females reported being ill compared to 30.5% of all males. • 14.1% of males and 21% of females reported suffering from chronic lifestyle diseases, including hypertension, diabetes, obesity and cancers. • 28.5% of those who reported having a chronic lifestyle disease belonged to the highest quintile; 11.2 % of chronic disease sufferers belonged to the poorest quintile. • Of all males with chronic disease, 7.9% belonged to the poorest quintile, while 24.7% belonged to the fifth quintile. • Among women with chronic diseases 14.6% belonged to the poorest quintile while 32.1% belonged to the highest quintile. • Public health centres were the first place visited for medical attention by 50.5% of respondents • 90.4% of respondents were satisfied with treatment they received • Only 13.4% of respondents reported being covered by health insurance.	• In most of the communities health was rated average, and only in two was it rated low. However, on the Quality of Life Index, balanced diet and mental health were rated low or very low in seven of the communities. • *"The clinic don't always have the medication."* • *"I cannot buy medicine it so expensive, I had to leave it."* • *"Sometimes when the doctor at the clinic give me medicine to buy I can't afford it and that worsen my health."* • *"I go to the health centre but when the doctor send me for a test is $300 and I cannot pay."* • *"If you have to take a test, no money."*	• Primary health care facilities within easy reach of most communities; • Health Promotions Unit promoting wellness. • HIV/AIDS Response Unit in place which provides testing, treatment and care, counselling as well as mounts initiatives which are oriented to prevention specifically targeting the youth and the work on the prevention of mother-child infection.

Issues of Poverty and Living Conditions	SLC/HBS	Participatory Poverty Assessment	Institutional Assessment
Disability	No Data in SLC	• There were also a number of persons with physical and mental disabilities in some of the communities Their realities are outlined below: • *"I am physically disabled not mentally disabled so I need a job."* • *"Look at my condition – I cannot work to do nothing to bring in money."* • *"Disabled people are the poorest of the poor."*	• Dominica Association of Disabled People engages mainly in advocacy, and lacks resource support for interventions. • House of Hope provides 24 hour care for persons with severe physical and mental disabilities. • There is need for more attention to be paid to persons with major disabilities as currently there is no institution within the Government to treat with them with the exception of House of Hope. • Legislation not up-to-date with Government's acceptance with UN Convention of the Rights of Persons with Disabilities.
Remittances	• Remittances accounted for 13% of all income to households in the lowest quintile and 12% of household incomes overall.	• Remittances were low in five communities, average in Roseau, Penville and the Carib Territory and high in Woodford Hill. • *"Customs killing us. When our children send a box or something for us we shouldn't have to pay all that amount at the customs."*	• Social Welfare Division helps in transfer of remittances from family members abroad to households in Dominica. • Credit Unions help manage remittance income from abroad.
Physical Living Conditions	• The majority of dwellings (74.2%) had outer walls made of concrete/concrete blocks (49.4%) and wood and timber (24.8%). • The poor were more likely to use wood/timber than any other type of material; 41.7% of those in the poorest quintile lived in homes with outer walls made of wood/timber. • 88.7% of households reported that their roof was made of galvanized sheet metal. • Pit latrines were used by 25.3% of all households with 53.5% of the poorest households using pit latrines. • Gas/LPG was used for cooking by the majority of households: 86.7%. 67.5% of those in the lowest quintile used Gas/LPG for cooking, while 28.2% used wood and coal. • 45.3% of households had a supply of water seven days per week.	• People in Silver Lake still housed in shelter that was meant to be temporary. • "*The long house is a failure*." • Inadequate shelter, housing bad. • Housing Revolution recognized in some communities.	• Housing Division contributing substantial expansion of housing in the country. • Squatter regularization ongoing. • DOWASCO has reach to all areas of the country.

Issues of Poverty and Living Conditions	SLC/HBS	Participatory Poverty Assessment	Institutional Assessment
	• 88.7% of the population had access to electricity from a public source, with as much as 75.2% of households in the poorest quintile having access to electricity from a public source. • The majority of homes: 73% were built in the period 2000 or earlier with only 8.9% of households reporting that their dwelling was built during the period 2001 to 2009 • As expected, when the number of household members increases by 1, the odds of the household being poor increases by 65%. Moreover, each additional person under the age of 15 increases the odds of being poor by 37%.		
Crime/Substance Abuse	• Overall, 2.8 percent of individuals reported having been victims of crime.	• In several of the communities, including Dubique, Soufriere/Scotshead/Galleon, Woodford Hill, Fabre/St. Jean and the Carib Territory, residents gave crime and violence a low rating. In Gutter/Tarish Pit crime was rated low but violence high, and in Salisbury and Penville violence was rated low and crime average. However crime and violence were both rated high in the urban and suburban communities of Roseau and in Silver Lake. • *"I saw some 15-18 year old boys going to the State college with cutlasses to beat up some students."*	• Thefts and burglaries have become more pronounced and there has been an escalation in drug offences, with cocaine becoming a problem in the society.
Teenage Pregnancy	• 41.1 percent of females between the ages of 15-49 reported having had their first child when they were between the ages of 15-19. • The percentage of females having their first birth during their teenage years declined as socio-economic status improved from 52.5% in the lowest quintile to 37.4% in the highest quintile. • 3.5 percent of females reported to have had their first child under the age of 15 years.	• *"Children are sexually active at an early age."* • *"Our children are being sexually abused."* • *"Incest relationships.*	• The National Youth Council has noted that there is hidden prostitution among girls, and teenage pregnancy is one by-product of this.

Issues of Poverty and Living Conditions	SLC/HBS	Participatory Poverty Assessment	Institutional Assessment
Gender Inequity	• The male unemployment rate is 11.1% and the female unemployment rate is 17.6%.	• *"It have more jobs for men."* • *"Men more easy to get jobs."* • *"As women we need to be recognised as farmers."* • *"When they were distributing inputs I was overlooked as a woman."* • *"When they come to your place and see the type of work you doing and realise that you is a woman doing all that work…"*	
Natural disasters and environmental management	• n/a	• *"…go in the ravine for crab and crab and make sancoche coconut for them".*	• Office of Disaster Management engaging in public education. • Pointe Michel Village Council creating a model of community mobilisation and self-help in face of natural disaster.
Democracy and governance	• n/a		• Village councils and town councils ensure involvement of ordinary people in governance.
Economic and social structural change and poverty	• Both the percentage poor and the percentage indigent have fallen (the former was 39% in 2003 and 28.8 percent in 2009; the latter was 10% in 2003 and 3.1% in 2009. • The Carib population was 4.5 percent of the total population, but 7.8 percent of the poor; 49.8 percent of the Carib population was poor, as compared to a national average of 28.8 percent.	• Many farmers were formerly engaged in the banana industry but with the decline in the industry, several in Woodford Hill, in the Carib Territory and in other former banana producing communities, have diversified and turned to cultivation of root crops and vegetables. • Agriculture is still the main source of income and several people in the rural communities are involved in planting a large variety of root crops, some of which are bought by hucksters who travel to neighbouring islands. At the same time because of regulations that control certification to sell the crops, there has been a drastic decline in the numbers of persons involved in agriculture.	• The period of deep crisis in 2000/2001 has helped the population of Dominica to appreciate the requirements of adjustment, both fiscally and structurally. • With the decline in bananas, most ex-farmers and workers were seeking employment outside of agriculture. • Bay Oil Producers have experienced decline in incomes, with markets declining and diseases spreading without timely support from Ministry of Agriculture. • The IMF provided a loan for agriculture and this has helped in a few areas. It was the stimulus for the expansion of pork production and for investment in the Fisheries sector.
Causes of poverty	• The odds of being poor fall by 156% when heads have secondary education; additional tertiary level education by household heads results in a decline in household poverty levels by 210% (significant at the 7% level on the basis of the	• Due to restrictions, bay oil producers have little, if any, control over the sale of the oil, including the price and to whom it is sold, and they complained of lack of markets for the oil. • *"We have no control over the sale of Bay Oil or*	• DSIF, BNTF reaching their targets. • Youth at risk; women and children at risk. • Women Bureau treating with gender issues. • CALLS providing a second chance to youth.

Issues of Poverty and Living Conditions	SLC/HBS	Participatory Poverty Assessment	Institutional Assessment
	Wald statistic). • Each additional person in the household under the age of 15 increases the odds of being poor by 37%.	*how it is sold."* • *"Tell the government to buy our bay oil and we will not be poor."* • *"Allow other buyers to purchase Bay Oil."* • *"When we distil it we cannot sell it on the market."* • *"I make bay oil but there is no market."*	
Current policies and programmes in social protection	• 6.3 percent of individuals in the lowest quintile reported that they received monies through Public Assistance.	• *"They assist those who can already afford. Those who need the assistance never get it."* • *"I have seven children I am unemployed and yet I don't get any assistance from "Welfare."* • *"I went to Welfare for some help they tell me they coming, up to now I still waiting."* • *"We trying but we not getting help from the government."* • *"Welfare must learn to give public assistance on time."* • *"Some people who need assistance do not know about the organization."* • *"Welfare should try to increase the amount given."* • *"Too many young people depend on welfare for assistance."* • *"When we stop depending on government to do things for us then we can say we developing. It is time to take our development in our own hands."*	• The Social Welfare Division, CALLS, Legal Aid, Christian Children's Fund offer programmes that allow for social protection.
Donor agencies and pro-poor interventions			• Poverty reduction and social protection-World Bank • Social Investment Fund-EU • Government of Venezuela, ALBA, PETROCARIBE • CDB- Basic Needs Trust Fund. • FAO, IICA and agricultural planning. • Youth Quake promoting the rights of the child.

CHAPTER THIRTEEN: POVERTY REDUCTION: REDOUBLING THE EFFORT

Dominica has made major strides in addressing endemic poverty and vulnerability that characterises the economic and social reality of a small island state. It experienced all the challenges that can retard development, during the first decade of the present century:

- Continuing and precipitous decline in a major export industry;
- Fiscal imbalances occasioning drastic cut backs of government expenditure;
- Severe volatility in prices of imports in basic goods;
- Disruption in trade in other services as a result of deep recession on the international economy;
- The decline in remittances as Dominicans in the regional and North Atlantic economies are retrenched and return home; and
- Severe weather episodes.

The country has benefited from international assistance and through prudent debt management accessing international assistance has been able to leverage a role for the Government nations and more so, in maintaining some level of expansion of physical infrastructure that would contribute to economic development – airport development, roads and highways and agricultural access roads.

The Government has introduced VAT, which, while likely to involve some regressiveness in the overall tax system, has yielded expanded revenues, allowing the Government to increase expenditures on subsidies and transfers, much of which are targeted at poorer people. There is an underlying thrust to make programmes pro-poor in their effects. The findings of the first CPA have been utilised in structuring programmes such that poorer households and communities are more directly targeted as beneficiaries.

At the same time, the Government remains sensitive to the need to maintain a developmental focus, to shift the productive potential of the country to a higher platform. This is particularly so with regard human resource development. In spite of the challenges, the country has reported poverty indicators that locate it fully among its Caribbean neighbours. However, there are some underlying problems that make its condition more acute in some respects. For one thing, it has been more heavily reliant on its agriculture, which, for the foreseeable future, will remain a key sector in any serious

transformation. The sector inevitably has to be part of the base of its path to growth and development.

Sustained poverty reduction requires the development of the productive potential of the country. Given its small size, this means effectively a capacity to produce goods and services that constantly face global forces. The people have long ceased reliance on subsistence and even the most remote communities seek material standards and display consumption patterns that can be sustained only by imports. This means that the country has to be able to produce competitive goods and services for the international economy. A limited productive base explains the fact that with the decline of the banana industry, poverty could have so quickly engulfed a wide swathe of its rural community with a spread effect to its urban community where employment has not expanded on a scale adequate to absorb retrenched labour services.

Meanwhile, as the country seeks to grapple with the fundamental developmental challenge, there are yawning gaps in its institutional infrastructure that require urgent action given their impact on the very fabric of the society, and/or their capacity to exacerbate poverty. There is also the fact of whole system risk that might have been underestimated. While there are elements of the risk that lie outside the experience of generations of Dominicans, they can no longer be excluded from the planners' remit.

The earthquake in Haiti in January 2010 reminds us that Dominica is on the Caribbean fault line. Moreover, with nine to fifteen volcanoes, in the Eastern Caribbean, and its being one of the most active volcanic locations in the world, it would be irresponsible not to take cognisance of the Montserrat experience. The threat of coastal erosion from sea-rise and regular visitation of hurricanes are a more predictable constant on the radar.

13.1 POVERTY REDUCTION – A SECOND DECADE

In redoubling its efforts at poverty reduction, the Government and the various stakeholders need to embrace a broad based programme of industrial restructuring, while at the same time addressing the challenge of environmental threat and the social dissonance caused by a social and economic transition for which the society has been ill prepared. A range of programmes derives from these imperatives, which treat with the ultimate and proximate causes of the poverty that is being experienced or which constitutes a potential risk.

13.1.1 THE WHOLE SYSTEM ENVIRONMENTAL THREAT:

Sea-rise, devastating hurricanes, volcanic eruption, and major earthquakes need to be planned for with more meticulous observance of building codes that can treat with the threat of hurricanes and to some extent of earthquake, thus reducing the risk of loss of life and limiting physical damage. Sea rise beyond the capacity of reasonable sea defences would require relocation of communities to higher ground, and the level of threat might be measurable over the time, permitting for orderly responses in respect of relocation of communities.

Major volcanic eruptions will result in major large scale evacuation to different parts of the island and even transfer of parts of the population to other countries within the region. It behoves planners to identify sites in Dominica itself which can be easily adapted as muster points for whole communities, should this ever become necessary.

Some minimum level of infrastructure may need to be installed in such a location to allow a sizeable community to be accommodated with temporary camping material and minimum services in short order, should it become necessary.

13.2 INDUSTRIAL RESTRUCTURING

13.2.1 AGRIBUSINESS

Building a new economic base for Dominica in the second decade of the present century has to be premised on certain realities:

- There is relatively good agricultural land that can support production capable of holding its own in the international economy;
- Regional accords – CSME, OECS integration – and international agreements – EPA, WTO – impose on producers of goods and services in Dominica, the need for a competitive orientation which has to be anchored on the use and application of Science and Technology, whether developed at home or adapted from abroad; and
- Given the inevitability of small scale operations, in its economic structure. Dominica has to be forever committed to the Economics of Scope, and the development of resilience.

A number of requirements derives from the above, some of which are listed hereunder.

Reviving Agri-business

The EPA renders easier the establishment of European firms in the Caribbean. With appropriate arrangements, there are similar possibilities for OECS firms, including enterprise and productive units in Dominica. The presence of WIBDECO and now WINFRESH in the United Kingdom allows Dominica to return to the approach that was recommended for WIBDECO when it was proposed in the early 1990's: the Jamaica Producers Model was recommended by Kairi Consultants Limited. A WIBDECO patterned after this model would have allowed diversified agriculture immediate space in the market place and relative ease of entry of Windward Island producers.

The Government of Dominica through its Ministry of Agriculture needs to underpin its diversification thrust with the support of WINFRESH as the 'European' firm through which it gains ease of entry for the output of producers in Dominica.

WINFRESH can market Dominica products under its own label or as an agent for the Dominican label which could be the 'Nature Island' products or produce. Producers would need to be seen not only as fresh market suppliers but also as suppliers of processed goods. This will have implications for the training of farmers who have to be competitive operators as farmers, and as small scale processor utilising technology and observing all phytosanitary and other requirements. In that regard, Dominican farmers would need to rise to the capabilities illustrated of family farms in the Italian and French wine industry or among producers in Israel. All of these are examples of a high knowledge base in the specifics of the Agriculture in which they are engaged, as well as in agro-processing and business operations.

The agri-business model has to take advantage of the possibility for organic agriculture across a wide swathe of products, which provides for market and product differentiation of Nature Island products from competing products. Dominica has demonstrated some capacity in the traditional mix of root crops, vegetables, tree crop agriculture, but as well in teas, fruit wines and exotic beverages. All of this needs to be explored for up-scaling of production. There are also the forward linkages that need to be created to the hotel and tourism sector. This will require a fresh approach to cuisine and the cultivating of a taste for domestic produce. Cockoi has to be raised in quality of preparation such that it is present in haute cuisine as 'Cockoi a la Carte'.

There are contingent requirements that follow from this including:

- Identification of crops for fresh market supplies;
- Technology and processing for small scale agricultural enterprises;

- Extension Services and diversification of agricultural production: reinventing the Banana model for non-banana agriculture including R&D;
- Land reform and family based enterprises in Dominican agriculture;
- Elaborating corporate arrangements for marketing agricultural produce and promotion of agri-business; and
- Negotiation with Fair Trade, WINFRESH and other market operators.

Given the sheer scale of the reorganisation required, the country would need considerable technical, financial assistance to permit for this transformation. There may be need for a veritable retrofitting of the Ministry of Agriculture, based on the pivotal role that it has to play: the Fisheries Department provides a model of more modest scale but may be useful for emulation. There is also the vexed issue of the valuation of land and its alienation to non-nationals for tourism, which have to be addressed by the Government and possibly by the ECCB in the context of Real Estate Investment Trusts and the like.

Fisheries

The Fisheries Sector has demonstrated possibilities in respect of the fresh market in Dominica. The Fisheries Department should be able to assist fishers to raise the profile such that the sector can become a generator of foreign exchange through fish processing operations. Employment in the sector could increase by way of the fishing operations themselves, as well as in the fish processing operations.

Hotel Operations

The growth of an eco-tourism niche market establishes that the country has a competitive advantage outside of the traditional offering of some sun, sea and sand. The possibility for small hotels and guest houses owned by Dominicans cannot be discounted as a source of employment and foreign exchange earnings. However, a high premium will need to set on such operators being highly knowledgeable and capable of providing a rich experience to visitors.

Culture

The country has a unique culture which distinguishes it from the most of the rest region. It has been able to create a syncretic amalgam that appeals to the two traditions deriving from the French speaking and English speaking islands.

The annual homecoming is the occasion for flowering of this musical culture. It can also be used for marketing it to a wider audience and for the marketing and merchandising

of the products and services of Dominica. The World Creole Musical Festival has to be much more than a cultural event.

In addressing its environmental threats and its need for industrial restructuring, there is a range of socio-economic issues to be addressed which if left unattended, will ensure the entrapment of large sections of the society in structural poverty. The most critical among these are:

- The Underground Economy with drug peddling and increasingly with prostitution;
- Reduction of teenage pregnancy and the abuse of girls and young women;
- Underperformance in the educational system and the creation of a knowledge base in the society;
- The catch-up process for the Carib Community;
- Segmentation of labour markets;
- Mobilisation of Financial Resources including Diasporic Funds;
- Upgrading of the Farming Community;
- Promotion of Domestic Entrepreneurships; and
- Rationalisation of the Social Safety Net.

There is also the matter of the improvement of toilet facilities among the poor which might be accomplished through self-help measures supported by the official agencies responsible for Environmental Health, and Physical Planning with financial resources provided from the BNTF.

The time frame for addressing these problems is projected as follows:

'I"- immediate or within six months;
"S" – short-term or between six months to a year;
"M"- medium-term or in one to two years; and
"L"- long-term or in three years or more.

13.3 ELIMINATING THE UNDERGROUND ECONOMY

The lack of formal sector economic activity has in part encouraged the participation in the underground economy of many, including young men and women. Its growing presence is corrosive to the development of formal sector activity as the path to individual social and economic mobility. The more successful in the sector beckon others who sense a possibility of quick rewards with minimal effort. Another implication is the

deepening of the presence of the international narco-trafficking industry in the country and the eventual corruption of its protective and justice systems.

There is need for effective and robust policing on the one hand and for community development initiatives that would promote alternative modules of social and economic development than participation in the underground economy. See Table 13.1.

TABLE 13.1: ELIMINATING THE GROWTH OF THE UNDERGROUND ECONOMY

Goal	Time Frame	Strategy	Purpose	Implementing Agency	Output	Methods of Verification & Monitoring
Reduce or eliminate Underground Economy	S	• Sustained programme at community level to redirect youth to alternative paths to livelihood. • Robust policing of marijuana agriculture and other narco-trafficking	Reverse influence of underground economy as preferred option for earning livelihood	Department of Community Development Police Service	Fewer residents involved in drug-peddling	Reports of Department of Community Development Reports of Police Service on seizure of drugs

13.4 REDUCING TEENAGE PREGNANCY AND ABUSE OF ADOLESCENT GIRLS

It could be argued that the abuse of teenage and adolescent girls is almost institutionalised. Girls engage in transactional sex with the connivance of their parents, to secure material supplies for school and even direct support.

There is need to invoke fully the Rights of the Child, and to mount vigorous programmes to induce a change in behaviours among both men and young girls. Enforcement of the law will help to curb infractions. See Table 13.2.

TABLE 13.2: REDUCTION OF TEENAGE PREGNANCY

Goal	Time Frame	Strategy	Purpose	Implementing Agency	Output	Methods of Verification & Monitoring
Reduce incidence of teenage pregnancy and eliminate pregnancy among girls under age of consent	I	Develop programmes to reach girls and to educate them on Family Life Issues	Protect girls	Ministries of Education, Health and the agency responsible for Gender Affairs	Fewer Teenage Pregnancies	Ministries responsible for Education, Health

13.5 EDUCATIONAL UNDERPERFORMANCE

The country has only recently attained universal secondary education. While access to primary and secondary education expanded rapidly over the years, there are large numbers who did not have the opportunity of availing themselves of the opportunity. More recently, there has been a problem of under-commitment to traditional educational goals and values. This is not conducive to the preparation of an effective and competitive workforce, capable of producing products and services for a far more competitive world economy.

There is need not only to incite thrust for educational knowledge among young people, but also to enlist the participation of a large section of the existing labour force in life long education. Adult Education has to be revamped to attract large numbers of both men and women, many of whom may be already in their mature years but still have ten or more years in the labour market participation. The life skills component in the present CALLS programme needs to be universalised in the attempt to raise consciousness among all prospective participants about the possibilities to be realised from their advancement in education and training.

A critical element in all this for Dominica is the exposure to Science and Technology. The ordinary citizen has to have a wide and deep understanding especially of Life Sciencesto ensure an understanding by a wide public of the requirements of managing a vulnerable physical space, with the principles of sustainability observed. . See Table 13.3.

TABLE 13.3: KNOWLEDGE BASED ECONOMY

Goal	Time Frame	Strategy	Purpose	Implementing Agency	Output	Methods of Verification & Monitoring
Develop knowledge based society	M	Create commitment to education and self-upgrading in preparing for labour force participation	Develop competitiveness of society, and appreciation of sustainable development	Ministries of Education, and Community Development	Well educated society and labour force	Ministries responsible for Education, and Community Development

13.6 IMPROVING CATCH-UP PROCESS FOR THE CARIB COMMUNITY

There is clear evidence that the historic marginalisation to which the Carib Community has been subjected has been tackled by the Community itself as well as by the Central Government and other stakeholders. Improvement of the catch-up process requires consistent and sensitive policies as well as financial and technical resources having regard to the complexity of the problem and the risks involved in rapid social change. The Office of the Prime Minister and the Department for Carib Affairs need to work resolutely with the Community and other stakeholders to develop along path that they will define for themselves. See Table 13.4.

TABLE 13.4: IMPROVING CATCH-UP PROCESS FOR THE CARIB COMMUNITY

Goal	Time Frame	Strategy	Purpose	Implementing Agency	Output	Methods of Verification & Monitoring
Elimination of economic and social marginalisation of Carib Community	M	Provision of resources and development of supportive environment for fullest participation of Carib Community in National Development	Equitable Development	Carib Council, Office of Prime Minister and Department of Carib Affairs	Carib Community integrated in National Community on their terms	Carib Council, Office of Prime Minister

13.7 REDUCING LABOUR MARKET SEGMENTATION

The gender segmentation of the labour market results in the limitation of the life chances open to women on no other basis but gender. This has implications for household income especially in single parent households and in the exercise of power relations by men over women, with pernicious social implications.

There is need to open all fields of training to men and women alike and to provide a supporting infrastructure when the participation of women in training is constrained by social and economic barriers. See Table 13.5.

TABLE 13.5: REDUCING LABOUR MARKET SEGMENTATION

Goal	Time Frame	Strategy	Purpose	Implementing Agency	Output	Methods of Verification & Monitoring
Elimination of Labour Market segmentation	M	Opening up of training and educational opportunity irrespective of Gender	Gender Equity	Ministry of Labour, Department of Gender Affairs	Men and women participating equally across sectors and occupations in keeping with interest and skills	Ministry of Labour, Department of Gender Affairs.

13.8 MOBILISATION OF FINANCIAL RESOURCES INCLUDING DIASPORIC FUNDS

The mobilisation of all domestic resources for probable use in national development has to be a critical objective in macro-economic management. The country may have available, potentially, levels of saving much higher than are provided by existing institutional arrangements.

While there has been high profile collapse of financial firms in the region, there is room for well structured instruments and institutions that allow for transparency and full regulatory order such that much more resources can be raised for the development of the country. Some of this might include the resources of a large Diaspora, committed to returning home eventually for retirement. An expanded base of resources can contribute to national development. See Table 13.6

TABLE 13.6: MOBILISATION OF FINANCIAL RESOURCES INCLUDING DIASPORIC FUNDS

Goal	Time Frame	Strategy	Purpose	Implementing Agency	Output	Methods of Verification & Monitoring
Expand resources for national development	M	Location of mechanism and institutional means to increase savings	Expansion of Investible Resources	Ministry of Finance with agreement of ECCB	Higher savings with accretion of Diasporic Funds	Ministry of Finance and ECCB

13.9 UPGRADING OF FARMING COMMUNITY

A veritable reindustrialisation of the agricultural sector is required, if the short term and medium term productive potential of the country is to be realised. The development of agri-business with diversified fresh market output and as well as a range of processed materials and products would involve structured programmes of training and education to take existing and potential farmers to the level when they become scientific agriculturalist/Business people. This is a major task but is inevitable. It would involve family units and farmers of both sexes being involved.

The country will require considerable technical assistance in undertaking this task, which will have to be complemented by the upgrading of its Extension Services such that each product in the diversification model, has a range of technical specialists capable of transmitting information and training to farmers where knowledge of science might be severely limited. See Table 13.7

TABLE 13.7: UPGRADING OF FARMING COMMUNITY

Goal	Time Frame	Strategy	Purpose	Implementing Agency	Output	Methods of Verification & Monitoring
Massive upgrading of Farmers to level of Scientific Agriculturalists and Business persons	M	Raise capability of farmers	Improved capacity of Farming Community to realise potential of farm lands	Ministry of Agriculture	Expanded production from Agricultural sector	Ministry of Agriculture

13.10 LAND REFORM

The country has had active programmes of land reform in the past. However, much of this was dictated by the need for an involvement of many in banana agriculture. The perspective of a diversified agriculture supporting competitive output of farm produce and processing operations will require acreages much above what might have allowed a banana farmer to earn a decent living. The agricultural or farming family will require more land space. The Ministry of Agriculture and the Government at large will need to revisit the land reform programme and reconfigure it in keeping with requirements of a farming family operating a diversified operation. See Table 13.8.

TABLE 13.8: LAND REFORM

Goal	Time Frame	Strategy	Purpose	Implementing Agency	Output	Methods of Verification & Monitoring
Land Reform and Land Distribution	M	Review of past land reform programmes and facilitate rules for transfer	To expand lands in active cultivation To reduce abandonment of lands	Ministry of Agriculture	Easier access to land for prospective agriculturalists	Reports of Ministry of Agriculture , Department of Lands and Survey

13.11 IMPROVING TOILET FACILITIES OF THE POOR

Attention is being paid to the improvement of housing conditions especially of the poor and lower middle income groups. Assistance is given by the Ministry of Housing to poorer households for the upgrading of homes. However, the level of need outstrips the available resources.

In the short-term, one area where intervention can be made is in respect of toilet facilities. Over 53 percent of the poor have pit latrines as their toilet facility. A mixture of self-help with support from the Ministries responsible for Environmental Health and Physical Planning, with assistance from the Basic Needs Trust Fund, may be able to reduce this percentage substantially in the short-term.

TABLE 13.9: IMPROVEMENT IN TOILET FACILITIES

Goal	Time Frame	Strategy	Purpose	Implementing Agency	Output	Methods of Verification & Monitoring
Improvement in Toilet Facilities	I	Utilise self-help among communities, with support from Ministries responsible for Environmental Health and Physical Planning with support from BNTF	To replace pit latrines with flush toilets among the poor	Ministries responsible for Environmental Health and Physical Planning and BNTF	Access of the poor to safer toilets	Reports of Ministries responsible for Environmental Health and Physical Planning and BNTF

13.12 FOOD SECURITY AND HAUTE CUISINE

There is need for greater acceptance of the use of domestic food production in the feeding of the population and of its forward link to the hotel and tourism sector. Local food has to come to be viewed as part of haute cuisine and appropriate for 'fine dining'. Cockoi has to be raised to this level, by the socio-psychological investment on the part of the population in what the farming community can produce. Its chefs and others will need to engage in competitions that would see local produce figure more prominently on the plate and in the palate of the population. An important result is that this will contribute to food security and possibly to an improvement in wellness. See Table 13.10.

TABLE 13.10: FOOD SECURITY AND CUISINE DEVELOPMENT

Goal	Time Frame	Strategy	Purpose	Implementing Agency	Output	Methods of Verification & Monitoring
Improve Food Security	I	Promote Domestic Food in Local Diet and in Haute Cuisine	• Create better link between domestic demand and domestic food supply. • Create Employment and increase income of farming community • Reduce food imports	Ministry of Agriculture	• Increased Domestic Supply of Food • Improved Status of local cuisine	Reports of Ministry of Agriculture

13.13 PROMOTION OF DOMESTIC ENTREPRENSHIP

There is a growing recognition of the role of micro-enterprises and small businesses in national development across the entire Caribbean. At the same time, the institutional structures to promote this might be deficient. Given a culture, over generations in non-participation, potential entrepreneurs from the main stream society lack experience, their being excluded from lucrative fields of endeavour. They are surpassed by groups that enter the country with social capital and networks that allow them to take advantage of the same opportunities from which locals are effectively excluded.

This reinforces the belief that entrepreneurship and involvement in SMEs are not fields for the majority of the population. Programmes to promote a business orientation should be structured in the School System and sensitive policies implemented, not only to allow for access to capital but also to create the orientation especially when domestic entrepreneurs are likely to be involved in start-ups without the social capital and networks which are available to their immigrant competitors. See Table 13.11.

TABLE 13.11: PROMOTION OF DOMESTIC ENTREPRENEURSHIP

Goal	Time Frame	Strategy	Purpose	Implementing Agency	Output	Methods of Verification & Monitoring
Promote transformation process through wide involvement of nationals in creation of Enterprise	S	Development of sectoral profiles demonstrating opportunities and requirements, as well as challenges	Ensure large numbers of nationals are equipped to start and grow competitive enterprise Ensure more young people contemplate careers in business	Ministry of Planning and NGO community	Dominicans oriented with culture of business	Reports of Ministry of Planning

13.14 RATIONALISATION OF THE SOCIAL SAFETY NET

There is a reasonable range of Social Services administered by the state and by NGOs and even CBOs. These have impacted positively on the quality of Life especially of poorer people and in the period of the gravest economic and social distress. The Government has increased transfers and subsidies in recent times and these span a range targeting mainly children and youth, the elderly, and women with children and in difficult circumstances.

However, the use of a manual system within the ministry responsible for Social Welfare and the lack of a case load data base that is shared with other stakeholders may result in some being well supported with assistance while others who are in dire need, are entirely bereft of support. There are groups like persons with disabilities whose needs have not been at the centre of focus: legislation addressing their needs has to be brought in line with the international commitments the Government has made in ratifying the convention on the rights of persons with disabilities.

There will be need for coordination among agencies supported by information on the electronic data base that allows for real time monitoring of beneficiaries irrespective of the source of support. Moreover there will be need to introduce programmes with conditional transfer arrangements with set procedures for graduation to avoid abuse of the system. See Table 13.12.

TABLE 13.12: RESTRUCTURING OF SOCIAL SAFETY NET

Goal	Time Frame	Strategy	Purpose	Implementing Agency	Output	Methods of Verification & Monitoring
Restructuring of Social Safety Net	S	Collaboration among agencies involved in the delivery of social services	Ensure efficiency in the delivery of social service across the range of agencies	Ministries of Social Welfare with other government agencies and NGO and CBO representation	Social Safety Net with better targeting and with conditional transfers to induce appropriate behaviour and practices among beneficiaries Information on electronic data base with all beneficiaries	Ministry of Social Welfare

13.15 DEVELOPMENT ACTION MATRIX

All of the projects identified above have been summarised in a Development Action Matrix in Table 13.13. These represent the bare-bones of a poverty reduction strategy that might be implemented in the first years of the second decade of the 21st century. The matrix illustrates the range of economic and social issues facing the country and its people and identifies the specific measures which might be adopted.

TABLE 13.13: DOMINICA - DEVELOPMENT ACTION MATRIX

Goal	Key Issues to Address	Strategy/ Action	Output/Expected Result	Implementing Agency	Time Frame to Implementation	Initial Cost/ Capital Requirements	Potential Challenges	Cross-Cutting Issue(s)
Reduce Vulnerability to Natural Disasters	Susceptibility to: Sea-level rise and coastal erosion	Develop Inventory of most-at-risk settlements and relocate; Plan and build sea defences where practical	Reduction in coastal erosion/ Reduction in communities at risk	NEMA/ Donor Agencies, Ministry of Environment, Natural Resources, Planning and Fisheries	Medium to Long Term: 2011-2030	Very High	High Outlay and Maintenance costs; Increased Debt; Changing Public Perception of Country Risk	Public Education/Sensitivity on Natural Disaster Vulnerability and Risk
	Volcanic Eruption	Relocation of Most-at-risk settlements; Identification and Placement of Strategic Muster Points; Emergency Shelters	Reduction in communities at risk	NEMA/ Donor Agencies, Ministry of Environment, Natural Resources, Planning and Fisheries	Medium to Long Term: 2011-2030	Very High	Donor Funding/ Borrowing from Multilaterals;	Differential Gender Dimension and Natural Disaster Vulnerability
	Hurricanes	Retro-fitting and Upgrading of Building Codes;	Increase in percent of structures that can withstand Cat 3 hurricanes/ reduced collateral damage	NEMA/ Donor Agencies, Ministry of Environment, Natural Resources, Planning and Fisheries	Medium to Long Term: 2011-2030	Very High	Difficult Terrain for Relocation;	Disaster Risk Management Fund (National Savings)
	Earthquakes	Retro-fitting and Upgrading of Building Codes; Identification and Placement of Strategic Muster Points	Increase in percent of structures that can withstand earthquakes/ reduced collateral damage	NEMA/ Donor Agencies, Ministry of Environment, Natural Resources, Planning and Fisheries	Medium to Long Term: 2011-2030	Very High	Public/ Private Cooperation;	Differential Gender Dimension and Natural Disaster Vulnerability
Build Sustainable Agri-Business Sector	Land Use Policies	Development of a Land Use/ Reform Policy; Set Up Framework to make more land available for Agri-business/ Production; Assessment of Infrastructural Requirements; Analysis of Soils/ Environmental Requirements	Equitable and efficient distribution of land for agriculture in context of viable sized operations	Ministry of Agriculture/ Fisheries, Physical Planning Department, and Land and Survey Department	Immediate-Short Term: 2011-2012	Medium	Tenure, Titles and Legal Ramifications of Land Distribution, Redistribution and Agglomeration of Small Parcels	Identification of new farmers prepared to engage in competitive agri-business operations; Facilitative Land Transfer Arrangements; Food Security; Major Capital Outlay

Goal	Key Issues to Address	Strategy/ Action	Output/Expected Result	Implementing Agency	Time Frame to Implementation	Initial Cost/ Capital Requirements	Potential Challenges	Cross-Cutting Issue(s)
	Market Conditions: CSME, OECS Integration, EPA	Review of CSME, EPA and identification of market opportunities (legal, proportional, etc)- Develop strategy to capture opportunities; Establish institutions currently lacking to improve competitive advantage	Optimization of all advantages accruing specifically to Dominica from CSME/ EPA	Ministry of Trade and Industry/ Foreign Affairs	Immediate-Short Term: 2011-2012	Medium	Cost of Establishing Institutional Framework, Legal Ramifications	Establishment of SMEs
	Diversification of Crops/ Supply Inputs	Analysis of Competitive advantage in available crops, Intensification of local content; Draft Plan for Fisheries Industry	Optimization of agriculture/ fisheries production	Ministry of Trade and Industry/ Foreign Affairs; Ministry of Agriculture and Fisheries	Immediate-Short Term: 2011-2012	Medium	Potential Trade-offs in Crop Production; R&D, and Infrastructure of Extension Services and Marketing lacking; Trade and Competition Rules of WTO	Food Security and Food Import Bill; Land Use Policy
	Technology	Introduce new Bio-technological Techniques for Crop Production; Introduction of New Technologies for growing/ harvesting; Establish Agri-Business Research and Training Centre	Increased quality and quantity of output/ Greater competitive edge	Ministry of Trade and Industry/ Foreign Affairs	Medium to Long Term: 2011-2030	High	Major Capital Outlay, Long learning Period; Long Gestation Period; Sourcing Initial Technical Expertise	Science and Technology in School Curriculum; Training and Orientation of Workers; Susceptibility to Exogenous Shocks
	Extension Services	Re-organise Extension Services with wide remit re crops and agri-business; Intensify Research and Development; Develop New Modes of Production	Sustainable innovation built-in to agribusiness sector	Ministry of Agriculture; Ministry of Trade and Industry	Medium to Long Term: 2011-2030	High	Sourcing initial technical expertise	Attracting high quality personnel in agriculture and in agribusiness - Intrapreneurship and Entrepreneurship

Goal	Key Issues to Address	Strategy/ Action	Output/Expected Result	Implementing Agency	Time Frame to Implementation	Initial Cost/ Capital Requirements	Potential Challenges	Cross-Cutting Issue(s)
	Marketing Finished Products	Raise standards in packaging and presentation; Develop standards for quality, consistency and finish; Establish Distinct Brand for products; Foster Business Environment and enforce above standards.	Products are WTO compliant, internationally competitive and can capture a premium international market	Ministry of Trade and Industry/ Foreign Affairs	Medium to Long Term: 2011-2030	Medium	Cost of Establishing Institutional Framework; Securing Buy-in by Corporate Sector;	Development of Standards Bureau; Inculcation of commitment to meeting high standards
Eliminate Underground Economy	Lack of Formal Sector Options for young men and women	Sustained Programme at community level to redirect youth to alternative path of livelihood; Institutionalisation of Second-chance Programmes and improving access to youth across the entire island	Fewer youth falling prey to drug trade/ reduction of prevalence of perverse incentives	Ministry of Education; Ministry of Social Services/ Sport and Youth Affairs	Immediate-Short Term: 2011-2012	High	Changing the Perception of available incentives among youth	Institutional Quality and Corruption
	Deepening Presence of International Narco-trafficking Industry	Robust policing of marijuana agriculture and narco-trafficking/ Making borders impermeable to narco-trafficking	Reduction in crime/ reduction in prevalence of perverse incentives	Ministry of Social Services/ Ministry of National Security; Police Services	Immediate-Short Term: 2011-2012	High	Lack of technical expertise to combat drug trade	
	Adequacy of Justice System	Review of Court System	Reduction in backlog of cases/ Develop purpose-built courts/ Reduce tendency towards perverse incentives (Officials)	Departments responsible for resourcing the Judiciary	Immediate-Short Term: 2011-2012	Medium	Funding	
Reduce Teenage Pregnancy (See recent UNICEF Study-Dominica)	Teenage Pregnancy/ Susceptibility of young girls to older men	Develop programmes to reach girls and to educate them on Family Life Issues, Draft and Implement Child protection laws (specific to teenage girls at risk)	reduction of teenage pregnancies/ Deter Abusers	Judiciary/ Ministry of Social Services, Ministry of Health, Agencies Responsible for Gender Affairs	Immediate-Short Term: 2011-2012	Low	Intersects with problems of poverty/ vulnerability	Incest and Other Child Abuse

Goal	Key Issues to Address	Strategy/ Action	Output/Expected Result	Implementing Agency	Time Frame to Implementation	Initial Cost/ Capital Requirements	Potential Challenges	Cross-Cutting Issue(s)
	Pedophilia	Draft and Implement Child protection laws, Anti-child pornography laws, Develop a system of Registering Offenders/ Monitoring their movement from community to community	Protection of Young children/ Deter Abusers/ Keep former Abusers in constant check	Judiciary/ Ministry of Social Services, Ministry of Health, Agencies Responsible for Gender Affairs	Immediate-Short Term: 2011-2012	Low	Raising social awareness/ Fostering cooperation in sections of society where denial of the problem is prevalent	Culture of Transactional Sex in Society at large
	Under-age Sex	Implement Sex Education, Outreach to Parents/ Guardians, Family members and Teachers to educate them on incidence between siblings/ between young children	Reduce likelihood of under-age sexual activity	Judiciary/ Ministry of Social Services, Ministry of Health, Ministry of Education, Agencies Responsible for Gender Affairs	Immediate-Short Term: 2011-2012	Low	Technical Capacity may be lacking/ Funding	Social Stigma/ Denial
Improve Educational Performance	Upgrading Curricula at all levels in line with requirements of global competition	Improve content of curricula (primary and secondary) by incorporating broader-spectrum; Enforce importance of Science and Technology (at primary level); Incorporate ICTs	Train students from Primary school level to be inherently competitive/ Armed with relevant knowledge	Ministry of Education and Human Resource Development/ Trade and Industry	Immediate-Short Term: 2011-2012	Medium	Training teaching staff/ administrative personnel in the short term	Cooperation between Parents/ Education System
	Disparity in performance between boys and girls	Study factors responsible for differential performance; Develop programmes to target sexes in more meaningful ways; Expand programmes of BNTF and DSIF focused on youth development and training; make training and educational upgrading attractive.	Balanced performance between boys and girls	Ministry of Education and Human Resource Development/ Trade and Industry	Immediate-Short Term: 2011-2012	High	Psychological Studies are needed/ Chances for long term funding slim	Funding

Goal	Key Issues to Address	Strategy/ Action	Output/Expected Result	Implementing Agency	Time Frame to Implementation	Initial Cost/ Capital Requirements	Potential Challenges	Cross-Cutting Issue(s)
	Access to/ Participation in Post-Secondary, and Tertiary Education and in post-school upgrading generally	Negotiate opportunities for scholarships/ student assistance and funding with Third Countries (US/ EU); Work towards developing and nurturing domestic tertiary institutions; develop highly proficient centres of excellence in relevant research areas (e.g. Marine biology, volcanology/ geology); seamless post-school education and training and life long education	Better utilisation of natural talent; Continuing Education and self-upgrading made attractive to youth; Inculcation of life long education and training; promotion of capacity for domestic innovation	Ministry of Education and Human Resource Development, Ministry of Community Development; Trade and Industry	Medium to Long Term: 2011-2030	High	Reduction of funding as an impediment to access; Technical expertise needed to start Centres of Research Excellence	Importation of Initial Human Capital Requirements
Accelerate Catch-Up Process of Carib Community	Elimination of economic and social marginalisation of Carib Community	Provide Resources for participation of Carib Community in National Development/ Promote Development in Carib Community; Address Historic Institutionalised Discrimination against Carib Community; Ensure facilities for out-of-school youth and adults eg Information centres equipped with Internet	Integration of Carib Community into National Community on their terms	Carib Council, Office of Prime Minister and Department of Carib Affairs	Medium to Long Term: 2011-2030	Medium	Reducing embedded Social Discrimination; Agitating for equitable rights for Carib Community	Poverty Reduction
Reduce Labour Market Segmentation	Gender-segmented labour market; Social and Economic gender barriers	Opening up of training and educational opportunity irrespective of Gender; Day-care and Evening-care to allow women with children to participate in job related training and evening programmes	Men and women participating equally across sectors and occupations in keeping with interest and skills	Ministry of Labour, Department of Gender Affairs	Medium to Long Term: 2011-2030	Low	Lack of institutional support to allow women to train for certain positions; lack of facilities to allow participation of women in male dominated jobs	Poverty Reduction

Goal	Key Issues to Address	Strategy/ Action	Output/Expected Result	Implementing Agency	Time Frame to Implementation	Initial Cost/ Capital Requirements	Potential Challenges	Cross-Cutting Issue(s)
Upgrade Farming Community	Massive upgrading of Farmers to level of Scientific Agriculturalist Business persons	Incorporate cutting edge Bio-technology in agriculture; Modernise Agriculture; Establish Technology-based Agriculture School/ Research Centre, focusing on optimizing production of local food crops	Expanded production from Agricultural sector	Ministry of Agriculture; Ministry of Industry and Commerce	Medium to Long Term: 2011-2030	High	Retraining of Older Farmers; Drumming up interest in Agricultural Production among the youth	Development of Agribusiness as part of dynamic economic activity of Dominica; External Competitiveness as an abiding principle in economic organisation
Mobilize Financial Resources, Including Diasporic Funds	Expanding Resources for National Development	Develop mechanism and institutional means to increase domestic savings and expand resources available to economy	Higher savings with accretion of Diasporic Funds	Ministry of Finance with agreement of ECCB; credit unions as conduit of funds of nationals abroad investing back home	Medium to Long Term: 2011-2030	Medium	Establishing appropriate linkages with Diasporic Communities without running afoul of laws in countries where resident	Provision of appropriate regulatory environment for funds under management of credit unions and other agencies receiving Diasporic Funds
Reform Land Use	Land Reform and Land Distribution	Review of past land reform programmes and facilitate rules for transfer	Easier access to land for prospective agriculturalists or farmers	Ministry of Agriculture; Legal Affairs	Immediate-Short Term: 2011-2012	Low	Legal difficulties in administering transfers of land; Speculation in land with foreigners seeking to invest in villas and retirement homes	Physical Planning and retention of lands in agriculture
Establish National Food Security	Promotion of Local Food Production/ Consumption	Promote Domestic Food in Local Diet and in Haute Cuisine; Remove social aversion to domestic food supply through campaigns among chefs and local competitions; market use of domestic food in improving wellness	· Increased Domestic Supply of Food; Improved Status of local cuisine	Ministry of Agriculture and agency responsible for Consumer Affairs	Immediate-Short Term: 2011-2012	Low	Changing Social Perception of Local Produce; Promotion of Demand for Imports by Distributors; Traditional mind set	Agribusiness development as business enterprise; External Competitiveness; Wellness and use of domestic supplies

Goal	Key Issues to Address	Strategy/ Action	Output/Expected Result	Implementing Agency	Time Frame to Implementation	Initial Cost/ Capital Requirements	Potential Challenges	Cross-Cutting Issue(s)
Promote Domestic Entrepreneurship	Increasing involvement of national in all areas of Entrepreneurship	Develop sectoral profiles demonstrating opportunities and requirements, as well as challenges; Engender environment where citizens recognize and capitalize on entrepreneurial opportunities; start enterprise training in schools and modify curriculum in business studies	Dominicans oriented with culture of business and enterprise	Ministry of Planning and NGO community, Ministry of Trade and Industry; Ministry of Education	Immediate-Short Term: 2011-2012	Medium	Engendering an Entrepreneurial Culture	Competitiveness spirit and self-concept of Dominicans vis-à-vis the rest of the world
Rationalization of Social Safety Net	Restructuring of Social Safety Net	Collaboration among agencies involved in the delivery of social services	Social Safety Net with better targeting and with conditional transfers to induce appropriate behaviour and practices among beneficiaries Information on electronic data base with all beneficiaries; all very poor, or highly vulnerable , including persons with disabilities, with social protection	Ministries of Social Welfare with other government agencies and NGO and CBO representation	Immediate-Short Term: 2011-2012	Low	Coordination of Agencies accustomed to autonomy from one another;	Guaranteeing social protection to all who might need without creating dependency syndrome in the society
Eliminating latrines as toilets	Increasing access to flush toilets among the poor	Build and install facilities for flush toilets in homes and in communities	Safer faecal waste disposal	Ministry of the Environment, Ministry of Planning, Environmental Health Division, Basic Need Trust Fund	Immediate-Short Term: 2011-2012	Low	installation of flush toilets on small lots can lead to foul water seepage and poor air quality	Development of sewer systems in urban communities

13.16 CONCLUSION

Dominica experienced immense economic and social difficulty at the beginning of the first decade of the century and millennium. Poverty and indigence were estimated to be high. The fall-out of the collapse of its limited range of exports cast a pall of gloom across the society. The Government facing a fiscal crisis had little room for manoeuvre. Assistance from the international community led to some course correction in the finances of the Government. Loans and grants have allowed the Government to invest in major infrastructure which has created an expansion in construction related jobs. Some restructuring in the banana industry and the emergence of eco-tourism has allowed these sectors to operate in a low level equilibrium mode in the face of the economic turbulence in the latter years of the decade.

Poverty and indigence levels seemed to have settled below what they were estimated to have reached in 2003. On a number of key indicators, there seems to have been some improvement in living conditions – access to safe toilets, and a potable water supply. Access to other public goods and services has improved – school feeding, school bus services, and adult education. However, it is the viability of the export sector that determines the capacity of the country for sustainable development and poverty reduction. While there have been positive indicators, it could not be argued that the export sector shows signs of dynamic growth and expansion. This is not a happy augury and the country could well face some reversal on the gains that have been made in recent years.

The task of poverty reduction rests essentially on creating a major dynamic in the export sector. The ECCB has encouraged member states of the OECS to embrace the Boot Camp Accord. Securing the implicit balance is still contingent on the achievement of positive growth in competitive goods and services in external markets.

In this present exercise, we have examined a few of the areas in which there may exist potential competitive advantage. In the final analysis poverty reduction harks back to the choice of development path and to the building of competitive people in the mini state which is blessed with beauty and natural bounty but is also forever threatened by a capricious Nature.

GLOSSSARY OF TERMS

WORD	MEANING
Absolute Poverty	The quantification of poverty involves the aggregation of its occurrence to a single statistic. The absolute measure of poverty is derived from the non-attainment of a criterion level of food and of non-food expenditure. The former is usually set by way of nutritional requirements below which bodily health can be threatened. The non-food component is based on some minimum provision deemed to be socially acceptable.
Developmental Institutions	Institutions that contribute to capacity building and equip individuals and/or groups with the means to grow and expand.
Employment	A person is defined as employed if he/she did any work at all in the past week for at least one hour or was on vacation during that time, as well as other types of leave (sick, maternity etcetera) with a formal attachment to their jobs during the aforementioned reference week.
High Dependency Ratio	This is defined as less than one person of working age for every two persons not of working age in households for the entire population. The percentage of households and the percentage of persons living in those households which qualify on this definition are reported. For all countries the working age was defined as persons over the age of 15 years, no upper limit was imposed on the data.
Indigence Line	This refers to certain basic nutritional requirements for survival. A basket of goods is selected in such a way as to maximise one's nutrient intake at the lowest possible cost. Households unable to meet the cost of obtaining this basket of food items are indigent. The market cost of the basic food basket (the critical poverty line) represents a lower limit of poverty and is the critical poverty line.

WORD	MEANING
Informal Sector	The informal sector according to the International Labour Organisation includes very small-scale units producing and distributing goods and services, and consisting largely of independent, self-employed producers in urban areas of developing countries, some of whom also employ family labour and/or a few hired workers or apprentices; which operate with very little capital, or none at all; which utilise a low level of technology and skills; which therefore operate at a low level of productivity; and which generally provide very low and irregular incomes and highly unstable employment to those who work in it. They are informal in the sense that they are for the most part unregistered and unrecorded in official statistics; they tend to have little or no access to organised markets, to credit institutions, to formal education and training institutions, or to many public services and amenities; they are not recognised, supported or regulated by the government; they are often compelled by circumstances to operate outside the framework of the law, and even when they are registered and respect certain aspects of the law they are almost invariably beyond the pale of social protection, labour legislation and protective measures at the workplace.
Insufficient Employment	Basically this concept is defined as the percentage of households or persons in the population living in households where less than one in two adults is employed. There are several aspects to this definition; firstly an adult is defined for all applicable indicators as a person over the age of 15. In practical terms an employment rate for adults is generated for each household, if this rate is less than 50% then the household is said to have insufficient employment.
Labour Force	The total labour force consists of persons who are economically active who supply labour for the production of goods and services during a specified period. It includes both the employed and the unemployed.
Labour Force Participants	All persons who were 15 years and over at the time of the survey, who were either employed or unemployed.

WORD	MEANING
Low Asset Base	This is defined as the percentage of households or persons living in those households with less than four out of nine possible common durables. A common durable is a popular household appliance which typically allows the household to derive more than one year of service flow from its use. All durables owned by the households in a country are ranked and the nine most popular ones are determined. An aggregate of the number of the nine most common durables is generated for each household. If this number is less than three the household is deemed to have a low asset base. Common durables generally include but are not confined to the following, stove, refrigerator, television set, radio/stereo, vehicle, telephone, video, computer, electric iron, washing machine, etc.
Low Educational Attainment	This is defined as the percentage of the entire population which has not passed any academic examination. Typically this is derived by reporting the percentage of the population responding "None" to the standard question "What is the highest examination that …. (you) have passed?" in a frequency distribution of the population by the variable highest examination passed. This is strictly a characteristic which can only be defined for an individual and therefore no measure exists for the household.
Low per Capita Household Consumption	This is the percentage of the population which belongs to households or households with per capita expenditure less than the monetary value of the vulnerability line defined previously.
No Employment	This measure is defined as the percentage of households in the population where the total number of persons employed within the households is zero. The percentage of persons within households with no employed adults is the equivalent persons based measure for the population on this indicator.

WORD	MEANING
No Schooling	This is a measure of truancy and is defined as the percentage of the school age population between 5 to 15 years of age who missed at least one day of schooling of the total available number of days of schooling last week. This is strictly a characteristic which can only be defined for individuals if school age and therefore no measure exist for the household.
Poverty	Poverty refers to any situation in which an individual, or group possesses less than some standard of living that has generally been defined as acceptable. This standard may be determined either on the basis of the material condition of other persons or groups in the society, or on the basis of a measure of the gap between what is possessed and some objective indicator of elementary human need. It is a complex of multiple deprivations.
Poverty Line	A monetary measure of the minimum consumption, in dollar terms, of goods and services that a household should obtain in order to ensure that its basic needs are adequately met. The poverty line, therefore, represents a minimum budget that a household should spend, over a defined period, if it is to meet its basic food and non-food requirements.

<table>
<tr><th>WORD</th><th>MEANING</th></tr>
<tr><td>Poverty Headcount Index</td><td>This is the percentage of the population which lives in households whose adult equivalent per capita consumption falls below the poverty line. In other words it is a measure of the prevalence of poverty. Unlike per capita consumption which is measured at the household level as total household expenditure divided by the number of household members, adult equivalence measures the total number of equivalent adults in the household. In this case each person is assigned based on his/her age and sex a number equal to or less than one using the following scale. The total number of equivalent adults is always less than or equal to the number of persons in the household.
<table>
<tr><th colspan="3">Adult Equivalence</th></tr>
<tr><th>Age Range</th><th>Male</th><th>Female</th></tr>
<tr><td>Less than 1</td><td>0.270</td><td>0.270</td></tr>
<tr><td>1 to 3</td><td>0.468</td><td>0.436</td></tr>
<tr><td>4 to 6</td><td>0.606</td><td>0.547</td></tr>
<tr><td>7 to 9</td><td>0.697</td><td>0.614</td></tr>
<tr><td>10 to 14</td><td>0.825</td><td>0.695</td></tr>
<tr><td>15 to 18</td><td>0.915</td><td>0.737</td></tr>
<tr><td>19 to 29</td><td>1.000</td><td>0.741</td></tr>
<tr><td>30 to 60</td><td>0.966</td><td>0.727</td></tr>
<tr><td>61+</td><td>0.773</td><td>0.618</td></tr>
</table></td></tr>
<tr><td>Poverty Gap Index</td><td>This is the mean proportionate distance across the whole population of the poor from the poverty line. It gives a good indication of depth of poverty since it is a function of the distances of the poor below the poverty line. The poverty gap represents the minimum cost of eliminating poverty, using targeted transfers. in other words, if every person below the poverty line is given just enough money to get them above the poverty line the cost would be the total sum of these transfers.</td></tr>
</table>

WORD	MEANING
Poverty Severity Index (Foster-Greer-Thorbecke P2 Index) or FGT2	This measure is defined as a weighting of the poverty gaps of the poor based on those poverty gaps. It is defined as: $P_2 = \frac{1}{n}\sum_{i=1}^{q}\left[\frac{z-y_i}{z}\right]^2$ = mean of squared proportionate poverty gaps Z is the monetary value of the poverty line. *q* is the total number of people who are poor. *N is the size of the population*. *y* is the per capita adult equivalent consumption expenditure. To be clear, this measure can be thought of as being composed of two components: an amount due to the poverty gap, and an amount due to the inequality amongst the poor. Expressed mathematically, we have equation below, where CV_p^2 denotes the squared coefficient of variation of consumption/income amongst the poor. $P_2 = \frac{PG^2}{H} + \frac{(H-PG)^2}{H} * CV_p^{\ 2}$ Though this measure may be hard to interpret, it is able to effectively rank the distributions and indicate which is preferable.
Poor	The poor are those in society who suffer disadvantage in regard to the possession of goods, or facilities deemed to be necessary according to some generally accepted social standard, or some fundamental physical need[26].
Poor Access to Safe Water	This is defined as the percentage of household or persons living in those households with no piped water.

[26] [26] Dennis A. V. Brown, Surveys of Living Conditions, Reported Health and Poverty in the Caribbean: SES, UWI, Mona, 2007 Forthcoming.

WORD	MEANING
Poor Quality Housing	This is defined as the percentage of households or persons living in those households where the toilet is a pit latrine or worse. Typically, this is the sum of the valid percent of households which report that they have a pit latrine, whether or not ventilated or no toilet facilities.
Preventative Institutions	These are institutions that perform functions that are preventative in nature; assist in the protection of individuals or groups from risks or vulnerabilities, and from succumbing to particular problems.
Quintile Distributions	This is the division of households in society into five groups. They provide useful data on conditions of households and individuals across the society, and not only on the poor. Such distributions allow insight into the changes that apply as one surveys the landscape of the socio-economic pyramid and prompt hypotheses on the causative factors involved, and in revealing counter-intuitive findings. Therefore the first quintile refers to the lowest 20 percent of the distribution. Likewise, when reference is made to the highest quintile it is the top 20 percent of the quintile distribution which is being discussed. In the case of this report it refers to the distribution of per capita consumption expenditure.
Relative Poverty	The concept of relative poverty defines the poor in relation to some criterion group in the population. Usually, the criterion set could be one half of the mean income, or at the 40th percentile of the distribution; in effect, the criterion recognises the attainment of some specific group of individuals or households.
Remedial Institutions	These are institutions that seek to restore individuals or groups to a state of wholesomeness following their having been subjected, or having succumbed to particular social challenges.
Supportive Institutions	These are institutions with a focus on the provision of assistance to those in need, without necessarily being concerned with their capacity to respond to social and economic challenges on their own.

WORD	MEANING
Unemployed	All persons of the economically active population, who during the rolling reference week of the SLC/HBS, were without work, wanted to work, were seeking work and were available for work during the three-week period beginning at the start of the reference week, inclusive of those persons who have lost their jobs and those who have voluntarily left work.
Vulnerability Line	The vulnerability line is 125% of the poverty line; it measures the number of persons who are susceptible to becoming poor due to an unanticipated event such as a natural disaster or other economic shock. Persons who live in households with per capita consumption expenditure below the vulnerability line are said to be vulnerable.